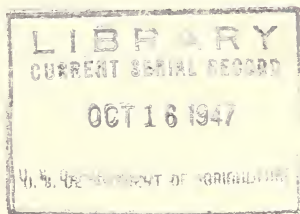


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UNITED STATES DEPARTMENT OF AGRICULTURE
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**ACQUISITION AND
USE OF LAND**
FOR
**MILITARY AND WAR
PRODUCTION PURPOSES**
WORLD WAR II



AUGUST 1947

WAR RECORDS MONOGRAPH-5

WAR RECORDS MONOGRAPHS

The War Records Project of the United States Department of Agriculture, assigned to the Bureau of Agricultural Economics in 1943, is part of a Government-wide project, initiated by President Roosevelt and coordinated by the Bureau of the Budget, to record the history of the Government's activities in World War II. The objectives of the Departmental project have been to collect, organize, and preserve the basic records of wartime administration and to prepare histories of the major war programs.

To supplement the studies of major programs a series of monographs has been outlined to present in greater detail the wartime changes in various sectors of agriculture. These supplementary accounts are being issued as War Records Monographs either by the Bureau of Agricultural Economics or by other agencies in this Department.

Below is a list of the War Records Monographs published or in press:

- No. 1 - Farm Machinery and Equipment,
by Erling Hole. 22 p. April 1946.
- No. 2 - Soil Conservation During the War,
by George W. Collier. 25 p. March 1946.
- No. 3 - Sugar During World War II,
by Roy A. Ballinger. 33 p. June 1946.
- No. 4 - War Food Order 135, Veteran's Preference
For New Farm Machinery and Equipment,
by F. M. Johnson. 15 p. March 1947.
- No. 5 - Acquisition and Use of Land for Military and
War Production Purposes, World War II,
by Alvin T. M. Lee. 115 p. August 1947.

ACKNOWLEDGMENTS

Material for this report was obtained from several agencies. During the course of the war the writer worked with several individuals in the Real Estate Divisions of the Corps of Engineers on such special studies as the program for leasing military land to farmers and the classification of the lands bought by the War Department. Thus he was familiar with the real estate work of the War Department and was given access to maps and records in the files and an opportunity to consult with members of the staff. Similar cooperation was extended by members of the Division of Yards and Docks, in the Navy Department. File material in the form of unpublished reports and correspondence and published reports were made available by the Bureau of Land Management, Fish and Wildlife Service, and Office of Indian Affairs, in the Department of Interior; Bureau of Agricultural Economics, Extension Service, Farm Credit Administration, Farm Security Administration (now Farmers' Home Administration), Forest Service, and Soil Conservation Service, in the Department of Agriculture; Federal Housing Administration; Federal Works Agency; and the War Assets Administration.

Individuals who read all or part of the manuscript while it was being prepared made suggestions that were especially helpful because of detailed knowledge of a particular agency's part in the wartime land acquisition program and because of a general interest in problems of public land purchase and family relocation. Those to whom special credit is due are: J. F. Davis, formerly with the War Department, later with the Bureau of Agricultural Economics, and now with the Rural Electrification Administration; Lucile V. Batts and F. W. Grover, Forest Service; James M. Gray, Soil Conservation Service; Paul V. Kepner, Extension Service; A. T. Mace and Sidney Reagan, Farm Security Administration (now the Farmers' Home Administration); Ernst H. Wiecking, Office of the Secretary; and H. H. Wooten, Bureau of Agricultural Economics, all in the Department of Agriculture; Allen MacMurphy, Federal Works Agency; and Irving Senzel, Bureau of Land Management, Department of the Interior.

ACQUISITION AND USE OF LAND FOR MILITARY AND
WAR PRODUCTION PURPOSES, WORLD WAR II

By Alvin T. M. Lee

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INTRODUCTION

The great expansion in the military and naval forces of the United States occasioned by the outbreak and spread of war in Europe demanded large acreages of land for military purposes. Land was needed for camps, airfields, bombing ranges, artillery ranges, ordnance plants and depots, and many other activities of war. Until 1940 the Nation had not used extensive tracts of land for war purposes but within 2-1/2 years more privately owned land was bought by the Federal Government than ever before in a comparable length of time. Meanwhile much Federal land that was under the jurisdiction of agencies other than the War and Navy Departments was made available for military training.

Acquisition of extensive acreages for war uses brought with it many problems. Buying large areas of agricultural land meant a mass movement of people off the farms. This in turn disrupted community organizations, school districts, and other local governmental units as well as causing great hardship among the families affected. When hundreds and thousands of workers flocked to new industrial areas which had been mainly rural before, it became necessary for the Federal Government to provide financial help for the construction of roads, schools, and other public services and for housing facilities.

Wartime acquisition of land, by the Government, is necessarily different from normal peacetime acquisition. During war it is more hurried and is done with more positive powers. There is little time to consider alternatives. Occupants must move quickly, and this is often a hardship. Other large-scale programs for acquiring land -- the program for the retirement of submarginal land in the 1930's, the buying of land for reservoirs and power projects by the Tennessee Valley Authority, the flood-control programs, and the establishment of national forests or parks -- at times have meant similar problems for individuals and communities when the Government bought large areas of land. But during those acquisitions more time could be taken for negotiations with individuals and often, as in national forests, it was not necessary to buy all of the private ownership tracts within the purchase area. In the war projects it was necessary quickly to buy all properties within a given area.

Because the Nation called for maximum production of food products the War and Navy Departments made efforts to conduct many of their activities in areas of low agricultural productivity and to use the land, if possible, under arrangements that would cause the least disturbance to agricultural production. Then the "outleasing" to farmers of selected fringe areas, in many military projects, returned some of the land to agricultural use while the military uses proceeded on the rest of the area.

It is the aim of this report to give a fairly comprehensive analysis of the wartime program of land acquisition, as to acreage and types of land involved, methods of acquisition, number of families bought out, the extent of financial assistance given affected communities, the wartime use of this land for agriculture, and the development of policies for the postwar disposal of surplus land. Thus this important phase of the war effort will be recorded. An analysis of the problem and a record of the kinds of activities carried on by the governmental agencies should be helpful to others who are to administer future programs of land acquisition.

REAL ESTATE ACQUISITION BY WAR AND NAVY DEPARTMENTS

Before the outbreak of World War II in Europe the War Department had 1,505,000 acres of land for military use and the Navy Department 480,000 acres -- a total of a little less than 2 million acres within the continental United States. ¹/- By June 30, 1940, just before the beginning of the large expansion in connection with World War II, the Navy Department had increased its holdings to 499,961 acres and the War Department had increased its holdings to 2,116,862 acres, making a total of 2,616,823 acres within the continental United States held for national defense by the two Departments.

The year 1940 saw the beginning of huge land acquisitions by the War and Navy Departments, first for national defense and later to meet the requirements for training and ordnance production for a Nation actually at war. During the period of World War II these Departments took over partial or complete use of millions of acres. Approximately 6-1/2 million acres were bought from private owners; about 9-1/2 million acres were leased from individuals, municipalities, and State governments; and slightly more than 33 million acres of Federally owned land that had been under jurisdiction of other Federal agencies were made available for military use and war-production purposes (table 1).

The building of a huge Army and Navy and training and equipping them according to latest technological developments demanded large areas of land from coast to coast for training and ordnance production. High speed fighter planes and high altitude bombing claimed larger areas of land for training purposes than the Nation had ever needed before.

Military camps and artillery ranges usually have from 25,000 to 100,000 or more acres, depending upon the type of training to be pursued. Armored divisions cannot safely conduct maneuvers and gunnery practice on less than 100,000 acres. Aerial training requires from 640 acres for

¹/ Federal Ownership of Real Estate and Its Bearing on State and Local Taxation. 76th Cong., 1st sess., H. Doc. No. 111, Appendix D, data as of June 30, 1937.

Table 1.- Summary of ownership status of land used by War and Navy Departments during World War II

Item	:	War	:	Navy	:	Total
	:	Department	:	Department	:	Percentage
	:	<u>Acres</u>	:	<u>Acres</u>	:	<u>Acres</u> : <u>Percent</u>
Owned as of June 30, 1940	:	1/ 2,116,862	:	1/499,961	:	2,616,823 5.0
Purchased during World War II	:	2/ 5,728,876	:	3/1,017,080	:	6,745,956 12.8
Other Federally owned under temporary use arrangements	:	2/28,340,132	:	4/4,739,753	:	5/33,079,885 62.7
Leased from private individuals, State, and local governments	:	2/ 9,685,031	:	6/600,000	:	10,285,031 19.5
Total	:	45,870,901	:	6,856,794	:	52,727,695 100.0

- 1/ Unpublished Inventory of Federal Real Estate by Federal Works Agency, Public Building Administration, as of June 30, 1940.
- 2/ From unpublished tabulations, Real Estate Branch, Corps of Engineers, War Department, as of November 30, 1946. Includes lesser interests.
- 3/ Land Acquisition Report, July 1, 1940, to June 30, 1945, Real Estate Division, Bureau of Yards and Docks, Navy Department.
- 4/ Report of the Commissioner of the General Land Office, 1945, tables 9 and 24; unpublished statements obtained from U. S. Forest Service and Soil Conservation Service.
- 5/ Acreages made available by various agencies may be obtained from these agencies. The principal agencies were: Grazing Service, General Land Office, National Park Service, Bureau of Reclamation, Fish and Wildlife Service, all in the Department of the Interior; and the U. S. Forest Service and Soil Conservation Service, in the Department of Agriculture.
- 6/ Estimates based on incomplete data on acreage in report "Leases as at 1 January 1945," Navy Department, Bureau of Yards and Docks, Real Estate Division.

precision ground bombing to many thousands of acres for more extensive training in flying and in operating fighter planes and in air-to-air gunnery practice. Ordnance plants and storage areas usually range from 5,000 to 10,000 acres to allow for a safety zone around the major installations. Some ordnance and shell-loading plants and depots need larger areas, depending upon the type and scale of operations to be carried on. Airfields range from about 160 acres for auxiliary landing fields to 2,500 acres or more for the main fields at which the facilities are located and the personnel stationed. Special areas for testing rockets and atomic weapons are larger than those for any of the conventional types of military training.

Military or ordnance projects were located in every State in the Union. North Dakota was the only State in which no land was bought for military activities during World War II. The Government already owned so much land in the Intermountain States of the West that it was not necessary to buy land from private owners there as extensively as in other parts of the country (fig. 1). That there is no public domain land in Texas is one reason why more land was purchased there than in any of the other Western States. (See table 19, p. 106.)

Selection of Sites

The final location of military and ordnance sites throughout the Nation was determined by several factors. General location was governed by climate, availability of labor and material resources, and defense strategy. Many camps were located in the South because year-round training could go on there and because of the lower costs of construction and building maintenance. Scattering the ordnance sites throughout the Nation was partly to tap the resources and partly to avoid undue concentration which would endanger supplies in event of attack.

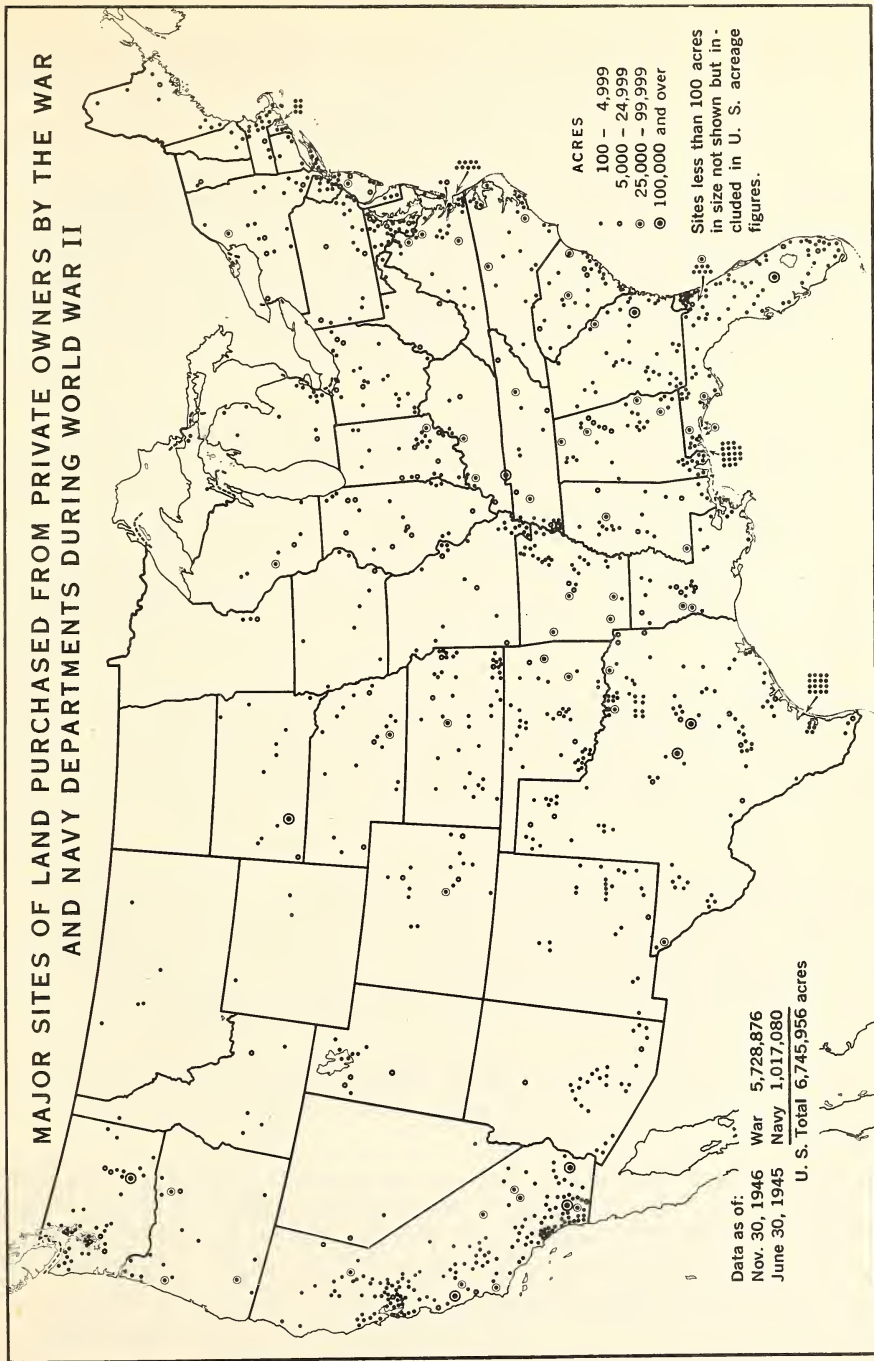
The War and Navy Departments undoubtedly had previous plans for many of the sites selected during the war. But much current planning had to be done. Both State and other Federal agencies helped to prepare data showing the suitability of general as well as specific areas for various types of sites. In some States the State Planning Boards worked up general information to indicate the suitability of certain areas for certain types of projects. Federal land management agencies -- as the Forest Service and agencies in the Department of the Interior -- were asked to assist the War Department in selecting areas suitable for certain types of training. 2/ Suggestions for site locations came in from such organized groups as chambers of commerce, from individuals, and from public agencies.

The Plant Site Board in the Office of Production Management passed upon the selection of industrial sites for Government-financed plants. One of the objectives was to prevent undue concentration of industry in areas that were already highly industrialized. An attempt was made to decentralize industry to some extent. This helped to relieve unemployment in some areas, stimulated more balanced regional development throughout the Nation, and avoided the war risk inherent in high concentrations. 3/

2/ An example: Letter from the Acting Secretary of War to the Secretary of Agriculture, dated Dec. 27, 1940, asking for assistance in selecting a potential site for training of troops in high mountain terrain.

3/ Testimony of M. Clifford Townsend, Hearings Before the Select Committee to Investigate the Interstate Migration of Destitute Citizens. House of Representatives, 77th Cong., 3d sess., Washington, D. C. Hearings July 15-17, 1941. Mr. Townsend, who was Director of the Office of Agriculture Defense Relations in the United States Dept. of Agr., was one of the five members of the Plant Site Board.

MAJOR SITES OF LAND PURCHASED FROM PRIVATE OWNERS BY THE WAR AND NAVY DEPARTMENTS DURING WORLD WAR II



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FIGURE 1. - Year-round training weather accounts for the many large sites in the South. Vast acreages were used throughout the Intermountain States but do not show on this map as most of that land was already Federally owned.

The Advisory Commission to the Council of National Defense also was concerned with policies governing location of war sites. Chester C. Davis, the Commission's adviser on farm products, consistently urged that consideration be given to decentralization of industry. 4/

As a rule, the War and Navy Departments, after deciding upon their need for a specific type of new project, made preliminary investigations in the general areas in which they wanted to locate the project. Survey personnel investigated alternative sites and collected data relating to several factors -- adaptability of the area to the proposed use, feasibility of purchase, probable costs of land and construction, agricultural productivity of the area, availability of suitable Federally owned land, and the problems likely to be encountered in acquisition.

The selection of one community over another with the same qualifications was due in part to pressure brought to bear by local interests. Local businessmen through their organizations attempted to have a war industry located in their town or to have a camp established nearby because of the expected increase in pay rolls and in trade. But the landowners who were to be bought out often protested as they did not want to lose their farms and homes. Local interests were thus sometimes working at cross purposes. This point is illustrated by the comments in a letter from a county agent, on file in the United States Department of Agriculture: 5/

Our fine relationships between rural and urban groups have been strained considerably, since the agricultural area still feels bitter toward the civic organization for having suggested this area for a plant site. It is going to take a long time to get back the harmony that once existed.

When the tentative selection was announced there often was a public reaction which made the purchasing agency reconsider. Sometimes another of the alternative sites was chosen. Speed allowed only a little time for discussion. Also, giving way to local pressure regarding one site would encourage occupants of other tentative sites to carry on endless discussion and negotiations, impeding the war program. Apparently, neither the War nor Navy Departments found it possible to change its decision in many instances. This is evidenced by the adherence to the original decision even after much public protest in regard to the Badger Ordnance Works near Madison, Wisc.; Iowa Ordnance Works near Burlington, Iowa; Camp Atterbury south of Indianapolis, Ind.; and many others. 6/

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- 4/ Davis, Chester C. The Relation of Agriculture to the National Defense Program. Address delivered before the 25th anniversary meeting of the Illinois Agricultural Association, St. Louis, Mo., Jan. 31, 1941. See also: Minutes of the Advisory Commission to the Council of National Defense. Historical Reports on War Administration, War Production Board, Documentary Publication No. 1.
- 5/ Letter dated Jan. 10, 1941, to G. E. Farrell, U. S. Dept. Agr., from C. C. Cotton, County Agric. Ext. Agt., Des Moines, Iowa.
- 6/ Letters of protest in the files of the Dept. of Agr. indicate the extent to which local people protested the location of certain projects.

Organization for Real Estate Acquisition

During the early part of this program, the purchase of the land in 10 projects was consummated by private real estate brokers working on a fee basis. 7/ There was general public dissatisfaction with this method because payment on a percentage basis was an inducement to obligate the Government to high purchase prices. The normal commission was considered too high when both seller and buyer were designated. No time and money needed to be spent in advertising and showing the properties. In a few instances the commission was below the normal rate charged. When real estate brokers were employed on a contract basis, they were responsible for appraisals, negotiations, options, the procurement of necessary data regarding the title, and the final settlement on each tract.

In the summer of 1940 the War Department made arrangements by which it could use the land acquisition staff of the Soil Conservation Service on a reimbursable basis. Similar arrangements were made by the Navy early in 1941. The Forest Service carried on land acquisition in forested areas for the War Department on a reimbursable basis.

The War Department discontinued the letting of contracts to private agencies for land purchase early in May 1941. Instead, it began the formation of a complete real estate organization of its own with field offices throughout the country. Many of its personnel came from the land acquisition staffs of other agencies whose land purchase activities almost ceased during the war. The Federal land banks throughout the war made land bank appraisers available to the War Department on a reimbursable basis; these appraisers were used extensively on the large rural sites. The Department of Justice had representatives in the field to pass on titles and disburse payments. The location of such personnel on the project did much to speed up final settlement.

The Navy Department could not use personnel of other governmental agencies to the same extent as the War Department. Much of its real estate requirements consisted of docks and other urban properties, so their appraisers had to be individuals who were well informed on values and conditions determining the prices of such special properties.

Types of Interest Acquired in Land

The War Department initiated a policy of acquiring merely leasehold interest in land during the early phases of the program. It leased the properties in several camp sites throughout the South. Soon the former occupants who had been forced to move suggested that the Government buy their properties outright. It seemed better to them to sell out completely

7/ Unpublished report, Historical Statement on Real Estate Activities, Real Estate Branch, War Dept., 1945.

and relocate elsewhere than to shift around, hoping to come back at an unknown later date. Most of the individual properties were so small or inferior that the rentals were not large enough to reestablish the families in another locality.

It was more advantageous to the Government as well as to landowners for the Government to acquire fee ownership of the many improved properties needed. The lease provided that the Government would restore the properties to their original condition, or pay damages. These expenditures would often have cost more than the purchase price of the land. For this reason leasing was later limited primarily to unimproved properties, such as forested tracts in the South and grazing land in the West. Other classes of leased properties were the National Guard Camps belonging to the States and airports belonging to municipalities. In the location of many airports, arrangements were made whereby a municipality would buy the land and the Federal Government pay all construction costs. The Federal Government also paid for additional land bought and added to existing airports that were leased from municipalities. Under these arrangements airport facilities were to revert to the municipality when no longer needed for the war.

Some of the land obtained under lease in the Western States was State owned. Arizona reported that as of June 30, 1945, 159,739 acres of State-owned land were leased to the War Department. 8/ The State of Washington reported receiving rental from State-owned lands included within Federal reservations. 9/ New Mexico reported considerable State acreage under temporary permit to the Federal Government for military purposes. 10/ These State lands in most instances were intermingled with the Federally owned land made available to the War and Navy Departments. It was necessary to lease State lands because of the temporary nature of many war projects and the legal restrictions or reluctance of States to sell. In some States an attempt was made to exchange these intermingling State lands for Federal land located outside the military reservation. 11/ In the Eastern States most of the leased land was owned by individuals. In the South, too, the land obtained under lease was usually private land in large timber tracts, in many instances, belonging to paper and lumber companies or turpentine operators.

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- 8/ Thirty-third Annual Report of the State Land Commissioner, State Land Department, Phoenix, Ariz., July 1, 1945.
- 9/ Twenty-eighth Biennial Report of the Commissioner of Public Lands, Olympia, Wash., Oct. 1, 1944.
- 10/ Report of the Commissioner of Public Lands of the State of New Mexico, for the fiscal year July 1, 1944, to June 30, 1945.
- 11/ Thirty-third Annual Report of the Ariz. Land Commissioner. Op. cit.

The War and Navy Departments made a concerted effort to utilize land already Federally owned in locating camps, bombing ranges, and ordnance depots, if this land could serve the purpose as well as alternative locations. Land management bureaus and agencies of the Departments of Agriculture and Interior cooperated extensively in making Federally owned land under their jurisdictions available for military use. Special procedures made these lands available expeditiously in the interests of the war while protecting civilian values in the land.

Use of lands already in Federal ownership expedited the land acquisition program and held to a minimum the disruption of local economic activity connected with wholesale evacuation of populated areas. This reduced the work of surveying individual properties, negotiating with individual owners, and the almost endless task of searching titles and closing the purchase transactions. All these costs as well as the purchase price of such land were eliminated. An additional advantage was the availability of up-to-date ownership records and usable maps of the lands involved and the existence of roads and other facilities which expedited immediate military use. Then too use of existing Federally owned land held to a minimum the heartaches, the confusion, and the bewilderment of people forced to evacuate against their wishes.

Integration of Purchase and Lease with Use of Existing Federally Owned Land

The type of interest acquired in the land and the methods of obtaining the needed acreage depended upon both the ownership status and the contemplated use of the land. In many of the projects located on land a portion of which was Federally owned before the war there were scattered private holdings that had to be bought. There were such properties in national forests in the Eastern States because these tracts were more economically suited to farming than to forestry. In the Western States homesteaders had effectuated a scattered homestead pattern and in many instances settled on the better lands where they could get water, thus leaving the poorer lands to be held by the Government; these private holdings now had to be bought so the occupants could be moved from the area.

In some projects a part of the land was bought and the remainder was leased. At Camp Gordon Johnston in Florida, for instance, 2,180 acres of city lot sized tracts belonging to a land-improvement company and 35 small acreage properties were bought while 96,227 acres were leased. Two of the leased tracts consisted of 37,860 acres and 41,618 acres -- all unimproved forest land. The remainder of the leased land was in small tracts.

In the range areas of the West, Federally owned lands under the jurisdiction of the Interior Department were used by private ranchers

who had definite areas allotted to them under long-term permit. The War Department obtained the use of these Federally owned lands by liquidating the permits or entering into special arrangements with the ranchers. The private and State lands in the projects located in such areas were obtained through lease or outright purchase.

Indian lands, which are held in trust for the Indians by the United States, were also used, generally through lease. In some instances the individual Indian allotments were purchased in fee and only the tribal lands were leased. This was the case in the Rapid City Aerial Gunnery Range of 342,000 acres in South Dakota. A total of more than 875,000 acres of Indian lands were used for the war. 12/

The location of camps, artillery ranges, and air bases in the general vicinity of the Kisatchie National Forest in Louisiana, is an illustration of the coordination of existing Federally owned lands with temporary wartime need of land for military uses (fig. 2).

Extent of Federally Owned Land Used and Methods of Obtaining Such Use

The policy of using already-owned Federal land for war purposes whenever and wherever feasible reduced to a minimum the acreage that had to be bought from private owners. The acreage of Federally owned land temporarily used by the War and Navy Departments totaled about 5 times the acreage that was bought outright. The Federally owned land made available for military use amounted to about 33,000,000 acres (table 1). The actual area was somewhat larger than that indicated in table 1, since some areas were made available under informal arrangements between the commanding officer at the project and the local representative of the civil agency involved. Such arrangements, however, usually were for periods of short duration.

Large areas of land used for military purposes in the West were grazing lands incorporated in grazing districts. Included also were national forests, wildlife areas, Indian lands, reclamation lands held for future irrigation development, mineral reserves, public water reserves, and unappropriated vacant land. Federally owned land made available in eastern United States were mostly parts of national forests. Some of this Federally owned land was acquired as a part of the submarginal land retirement program of the 1930's.

Nearly all the land made available by the Department of the Interior is located in the Western States. It is primarily a part of the original public domain where title to the land still rests in the United States. That of the Forest Service and the Soil Conservation

12/ Unpublished statement prepared by the Office of Indian Affairs in the Department of the Interior, summarizing the extent of Indian land used for war purposes, Nov. 1945.

CAMP POLK AND VERNON ARTILLERY RANGE, IN THE VERNON DIVISION OF KISATCHIE NATIONAL FOREST, LOUISIANA

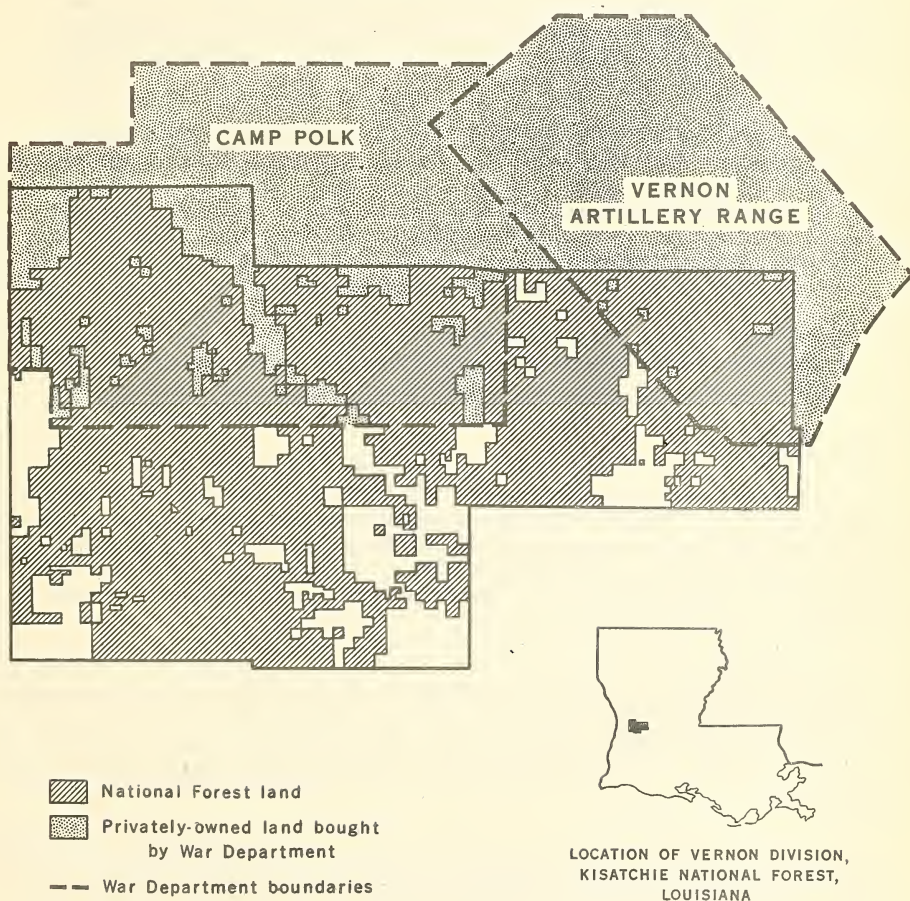


FIGURE 2. - Use of land already in Federal ownership reduced to a minimum the purchase of privately owned land for military purposes. Private properties scattered within the boundaries of the areas to be used were bought so as to get all occupants out of danger areas. Many training areas in the South were located in whole or in part in national forests.

Service was scattered generally throughout the Nation. Forest Service land was primarily in forest use, although some of the western projects had considerable areas in grazing.

Needed Federally owned land under the jurisdiction of other Federal agencies was made available for use by the War and Navy Departments under various arrangements — chiefly by Executive order, public land order, and letter of permission usually called "use permit." Some sites were made available by acts of Congress. Lease and suspension agreements were developed to liquidate or limit private grazing rights on Federal lands.

Executive and public land orders were used extensively in making Interior Department land available to the War and Navy Departments, whereas the "use permit" (Secretarial letter) was almost exclusively employed by the Forest Service and Soil Conservation Service. Only a few sites were temporarily transferred by act of Congress. The Choctawhatchee National Forest is an example of transfer by Congressional act, where 320,236 acres of land were transferred from the Forest Service to the War Department. 13/ The act provided, however, that "in the event any of the land transferred or acquired by the War Department is no longer needed for military purposes it may by proclamation or order of the President be restored to National Forest status." 14/

Executive Order

The President has authority by virtue of his office and also under specific statutes to withdraw public lands either temporarily or permanently from appropriation under the public land laws and to transfer any Federally owned land from one Federal agency to another. 15/ This authority was used in designating much of the Federally owned land available for war use.

13/ 54 Stat. 655.

14/ Private properties scattered throughout the forest were to be bought by the War Department.

15/ 36 Stat. 847, June 25, 1910, as amended by 37 Stat. 497, Aug. 24, 1912, 16 U. S. C. 471. Also, 40 Stat. 845, July 9, 1918, 10 U. S. C. 1341, and others.

It has been the practice of the President, without express statutory authority, to reserve and set apart public lands for military, naval, and other public purposes as the exigencies of the public service have required. His right to do this was sustained by the Supreme Court of the United States in the case of United States V. Midwest Oil Company (236 U. S. 459). For further explanation see document referred to in footnote 19. The Attorney General of the United States, in a letter to the Secretary of the Interior, dated June 4, 1941, expressed the belief that, since the President was possessed of the power to make permanent reservations and temporary withdrawals of the public lands prior to the enactment of June 25, 1910, the Withdrawal Act of that date should be construed as affirming rather than limiting the authority of the President to make withdrawals of the public domain.

Executive orders had the dual purpose of withdrawing public domain land from further appropriation for mining, settlement, and other purposes as well as making it available for use by the War or Navy Department. Grazing and mining rights had to be liquidated by the War and Navy Departments if their continuance interfered with intended use in connection with the war. Selected excerpts will illustrate the general content of withdrawal orders:

... subject to valid existing rights, all the public lands in the following described areas be, and they are hereby, temporarily withdrawn from all forms of appropriation under the public land laws, including the mining laws, and reserved for the use of the War Department for military purposes as an aviation base: 16/

The Executive orders issued in the latter part of 1940 had a closing paragraph to the effect that the order would continue in force until revoked by the President or by act of Congress. Later a closing paragraph was added which read:

It is intended that the lands reserved by this order shall be returned to the .../Department formerly administering the land/ when they are no longer needed for the purpose for which they are reserved.

Some orders involving reclamation lands had a clause that termination would be at the discretion of the Secretary of Interior, such as, "This order shall terminate upon notice to the War Department by the Secretary of Interior that such lands are needed for reclamation." 17/

The order permitting the use of about 35,300 acres of Soil Conservation Service lands for the establishment of Camp Rucker in Alabama also is illustrative of the intention that the land be used only temporarily for military purposes: "It is intended that the lands transferred by this order shall be returned to the Secretary of Agriculture, for use, administration, and disposition pursuant to title III of the Bankhead-Jones Farm Tenant Act, when they are no longer needed for military purposes." 18/

Public Land Orders

The President in Executive Order 9146, issued on April 24, 1942, delegated authority to the Secretary of Interior to sign all orders withdrawing or reserving public domain lands of the United States and all orders revoking or modifying such orders. This delegation of authority,

16/ Executive Order 8636, Jan. 14, 1941.

17/ Executive Order 8651, Jan. 23, 1941. 93,424 acres of public land in an aerial and gunnery range in Oregon.

18/ Executive Order 9224, Aug. 15, 1942.

designed primarily for expediency and to relieve the President of some of the burdensome routine of his office, carried with it no change of procedure in the initiation and handling of withdrawal orders. The customary review and approval by the governmental agency directly affected, by the Attorney General, and by the Bureau of the Budget still were necessary adjuncts to promulgation of a withdrawal order. The only change in procedure was that the final order was signed by the Secretary of the Interior instead of by the President of the United States. 19/ Prior concurrence had to be obtained regarding land under the jurisdiction of agencies other than the Department of the Interior.

Public land orders then served the same purpose as Executive orders, making it possible for one Federal agency to use the land under the administrative jurisdiction of another or for the outright transfer of Federally owned land from one Federal agency to another. Federally owned land is so extensive in the Western States that it was difficult to establish any project involving considerable acreage without including some of this public land.

On April 24, 1943, Executive Order 9337 superseded Executive Order 9146. The new order stated: "The Secretary of the Interior is hereby authorized to withdraw or reserve lands of the public domain and other lands owned or controlled by the United States to the same extent that such lands might be withdrawn or reserved by the President, and also, to the same extent, to modify or revoke withdrawals or reservation of such lands." This new order extended the authority of the Secretary of the Interior over lands which the Federal Government had purchased as well as over the Federally owned land which was part of the original public domain and never patented to private individuals and others. The procedure for effectuating a public land order remained the same under this amended Executive order.

The wording of the early Executive orders and a number of the public land orders did not state explicitly that the jurisdiction of the lands named in the orders would return to the agencies of the Federal Government having prior jurisdiction over them. To clarify this point, the President, on February 28, 1945, issued Executive Order 9526, which amended 54 Executive orders and 59 public land orders involving public lands. This amendment in part stated:

The Executive orders and Public Land orders hereinafter enumerated, withdrawing and reserving public lands for uses incident to the national emergency and the prosecution of the war, are hereby amended by adding to each of the said orders the following paragraph:

19/ Department of the Interior, General Land Office, Explanatory Text submitted July 7, 1943, to a Subcommittee of the Senate Committee on Public Lands and Surveys. In connection with the General Land Office tabulation, "Area of Public Lands in Federal Ownership in Thirteen Western States, June 30, 1942."

The jurisdiction granted by this order shall cease at the expiration of the six months' period following the termination of the unlimited national emergency declared by Proclamation No. 2487 of May 27, 1941 (55 Stat. 1647). Thereupon, jurisdiction over the lands hereby reserved shall be vested in the Department of the Interior, and any other department or agency of the Federal Government according to their respective interests then of record. The lands, however, shall remain withdrawn from appropriation as herein provided until otherwise ordered.

The War and Navy Departments usually had permission to initiate use of the desired Federally owned land immediately after field negotiations and study of local records were completed.

Use Permit

Allowing the War or Navy Department use of Federally owned land under a use permit was a more informal type of arrangement than the Executive order or public land order. The use permit was usually evolved by an exchange of letters between the departmental Secretaries concerned or between their representatives. Officials of the Departments involved would come to an understanding on arrangements, which would be enumerated in the final letter prepared by officials in one of the departments. Outside approval by other agencies such as the Bureau of the Budget and the Department of Justice was not necessary. The machinery for revocation of the permit also was less complicated.

An important difference between the use permit and an Executive or public land order, so far as public domain land is concerned, is that the use permit does not stop the operation of the public land laws -- individuals may still go into the area and appropriate land for mining and other uses. Therefore a use permit on land known as public domain was not adapted to projects in which the War or Navy Department wanted exclusive use of the land.

An Executive or public land order was necessary (even though the use by the War or Navy Department was recognized as being temporary for the sites involving public domain land) when all further private activities were to cease in the area. However, on Forest Service and Soil Conservation Service lands which had been bought by the United States, a use permit provided the War and Navy Departments exclusive use as effectively as an Executive order or public land order would have done. Purchased lands are not subject to the public land laws and mineral laws as is the public domain land. This is the reason that most of the land of the Forest Service and Soil Conservation Service was transferred by use permit.

Use permits as well as the public land and Executive orders contained the statement "subject to valid, existing rights and privileges." These rights and privileges had to be terminated by the War or Navy Department if they interfered with the use of the land for war purposes.

An interesting illustration of a use permit is found in the Central Oregon Maneuver Area involving approximately 8,000,000 acres, about 5,000,000 of which were Federally owned land. Early in 1943, the War Department sent out letters to landowners asking that troops of the United States be allowed to maneuver and camp temporarily during the period beginning July 1, 1943, and ending 6 months from date of termination of the unlimited national emergency. Landowners were assured that farmyards and cultivated areas would be safeguarded and that occupancy and normal farm and ranch operations could be continued. They were informed that claim for damages could be submitted to the War Department's Rent and Claims Board. Representatives of the Department of the Interior and the Forest Service assisted the War Department in holding meetings with timbermen and sheepmen at Bend, Oreg., and with cattlemen at Burns, Oreg., to discuss the proposal. No objections were raised by the owners.

The next step was for the Federal Departments to work out satisfactory arrangements for a use permit to include the extensive public land in the area. Two agreements were worked out -- one with the Department of the Interior and another with the Forest Service.

Among the limitations in the use permit worked out with the Department of the Interior were the following:

No large maneuvers on Federal range during March 15 to June 30 of each year. This is the period of year that large numbers of cattle and sheep will be using Federal range in full swing. It is also the season of year when tick menace is most prevalent.

The War Department assumes full responsibility for damages to persons or property occasioned by its use of the area.

All Grazing Service range improvements such as water developments, fences, bridges, cattle guards, etc., damaged or impaired by Army shall be repaired immediately.

Fox holes, etc., which will endanger livestock shall be filled immediately.

Army will not bivouac unnecessarily at livestock watering places; if necessary, not over 12 hours.

The Squaw Butte Experiment Station area consisting of 16,000 acres under fence in T. 24 S., R. 25 E. shall not be used for maneuvers, and shall not be entered for other purposes.

Of the approximately 5,000,000 acres of Federally owned land in this maneuver area, about 200,000 acres were in national forests. Conditions of the use permit arranged with the Forest Service provided

safeguards against forest fire and named areas which were excluded except for use of roads to permit troops to move through the prohibited areas. Certain conditions listed in the permit are of particular interest in describing the care that was taken to protect the land resources and the rights of individuals. The conditions cited are in addition to those providing for safeguard against fires:

Use and occupancy by the Army of the lands covered by this agreement are subject to all valid claims, to all special uses, grazing permits and timber sale agreements authorized by the Forest Service. The Forest Service reserves the right to construct improvements and issue additional special uses, grazing permits and timber sale agreements on these lands during the life of this agreement. This agreement does not contemplate exclusive use by the Army of any national forest lands except at such times and in such portions of the area when and where exclusion of civilians is necessary for public safety or the execution of military maneuvers. Forest officers on official business shall not be excluded from the area covered by this agreement.

The Army shall have the right during the existence of this agreement to attach fixtures, to construct such roads, trails, bridges, fire breaks, buildings, pipe lines, wells, telephone lines and any other constructions as may be deemed necessary by proper military authority to permit the full utilization of the area for military purposes; which fixtures, buildings or other construction placed in or attached to the said area shall be and remain the property of the Army during the life of this agreement and may be removed therefrom prior to the termination of this agreement.

If the serviceability of any improvements owned or constructed by the Forest Service such as roads, trails, cattle guards, bridges, culverts, water developments, telephone lines, range fences, etc., is impaired by Army activities, immediate steps will be taken by the Army to repair the damage and to put the improvement back into operating condition similar to that existing prior to the damage, provided, however, that immediate repair shall not be required in any case where prior agreement to that effect has been made by the Army and the Forest Supervisor concerned. Possible damage to fire control telephone lines shall be anticipated and men and equipment assigned as needed so as to insure that the continuous serviceability of these lines shall be maintained.

Use of this area by troops will be so regulated as to reduce interference with the grazing of domestic livestock to the minimum consistent with the objectives of the Army. Troops and mechanized equipment will avoid areas being grazed by

sheep and when this is not completely possible will give herders advance information on proposed movements of troops or equipment, and will in all cases go around rather than through flocks of sheep. Herders and others having legitimate business in connection with Forest Service grazing permits will be allowed to travel to and on their allotments without restriction. Watering places used by domestic livestock will not be used as camp sites or for other purposes except for short periods which will not seriously interfere with their use by livestock.

Limitations and conditions listed in the permit indicate that public agency representatives were safeguarding individual rights as well as protecting public property, and were avoiding any kind of action which might unnecessarily limit agricultural production. This particular permit was relinquished by the War Department in February 1945.

Lease and Suspension Agreements

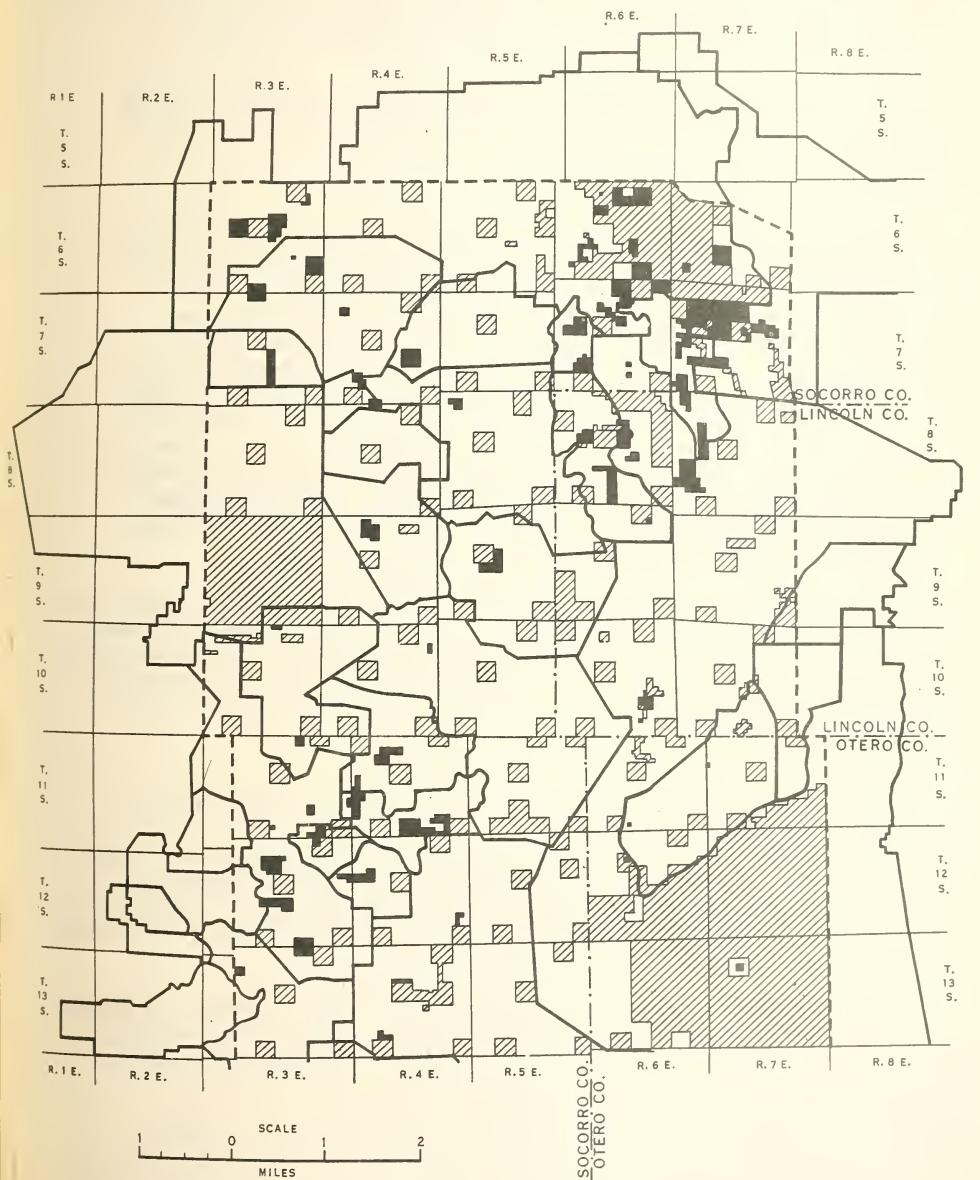
Use of large acreages of public land for military use required, in some instances, that grazing rights be liquidated. Ranchers who had permits or leases to graze livestock found themselves being forced out of business with no compensation for the inconvenience and the loss of the use of productive resources. As many of these livestock men had only small acreages owned in fee they depended mainly upon public land which they utilized through long-term permits with the Grazing Service of the Department of the Interior.

Many were forced to evacuate a large part of these lands which they were using under long-term permits, and so had to reduce the size of their business. To buy privately owned land within the area taken by the War or Navy Department would not solve the rancher's problem unless the price reflected the capitalized value of the grazing rights. There was no authority to compensate the ranchers for this loss of grazing privileges. The problem received attention in public hearings held on the question of administration and use of public lands. 20/ Bills were introduced in 1942 in the 77th Congress, 2d Session 21/ to make it possible for the Government to pay ranchers for the release of public land they were using under a lease or permit.

20/ Administration and Use of Public Lands. Hearings Before a Subcommittee of the Committee on Public Lands and Survey. U. S. Senate, 77th Cong., 1st sess., pursuant to S. Res. 241. Part 4, pp. 1667-80. Dec. 1 and 2, 1941.

21/ H. R. 7286; S. 2599.

LAND OWNERSHIP AND RANCH UNITS WITHIN THE ALAMOGORDO BOMBING RANGE, ALAMOGORDO, NEW MEXICO



Explanation of the bill, when it was reported a second time to the Senate, indicates that there was general agreement on the part of range livestock men, State land officials from the Western States, and officials in Federal Departments, that injustice was being done to those forced out of business or whose business was damaged as a result of taking the land for war purposes. These groups agreed that the livestock men were entitled to reasonable compensation. 22/

Both the Senate Committee on Public Lands and Surveys and the House Committee on Public Land reported favorably on the proposed legislation. 23/

The act as passed provided:

That wherever use for war purposes of the public domain or other property owned by or under the control of U. S. prevents its use for grazing, persons holding grazing permits or licenses and persons whose grazing permits or licenses have been or will be cancelled because of such use shall be paid out of the funds appropriated or allocated for such project such amounts as the heads of the Department or agency so using the lands shall determine to be fair and reasonable for the losses suffered by such persons as a result of the use of such lands for war purposes. Such payment shall be deemed payment in full for such losses. Nothing herein contained shall be construed to create any liability not now existing against the United States. 24/

Important features of this act are that: (1) loss of grazing use on public lands can be compensated for only if the property is taken for war purposes and (2) the head of the Department or agency so using the land is to determine the amount of the compensation to be paid. Individuals who may be dissatisfied with the payment offered have no recourse in the courts.

22/ Congressional Record, June 26, 1942, p. 5594. Explanation by Senator Murdock (Utah).

23/ Authorizing the Head of the Department or Using the Public Domain for War Purposes to Compensate Holders of Grazing Permits and Licenses for Losses Sustained by Reason of Such Use of Public Land for War Purposes. H. Report 2290, U. S. House of Rep., 77th Cong., 2d sess., on H. R. 7286, June 26, 1942.

Compensation to Holders of Grazing Permits and Licenses for Losses Sustained by Reason of Such Use of Public Land for War Purposes. S. Report 1503, U. S. Senate, 77th Cong., 2d sess., on S. 2599, June 22, 1942.

24/ 56 Stat. 654, July 9, 1942, 43 U. S. C. 315 q.

22 A
SOUTH SECTION

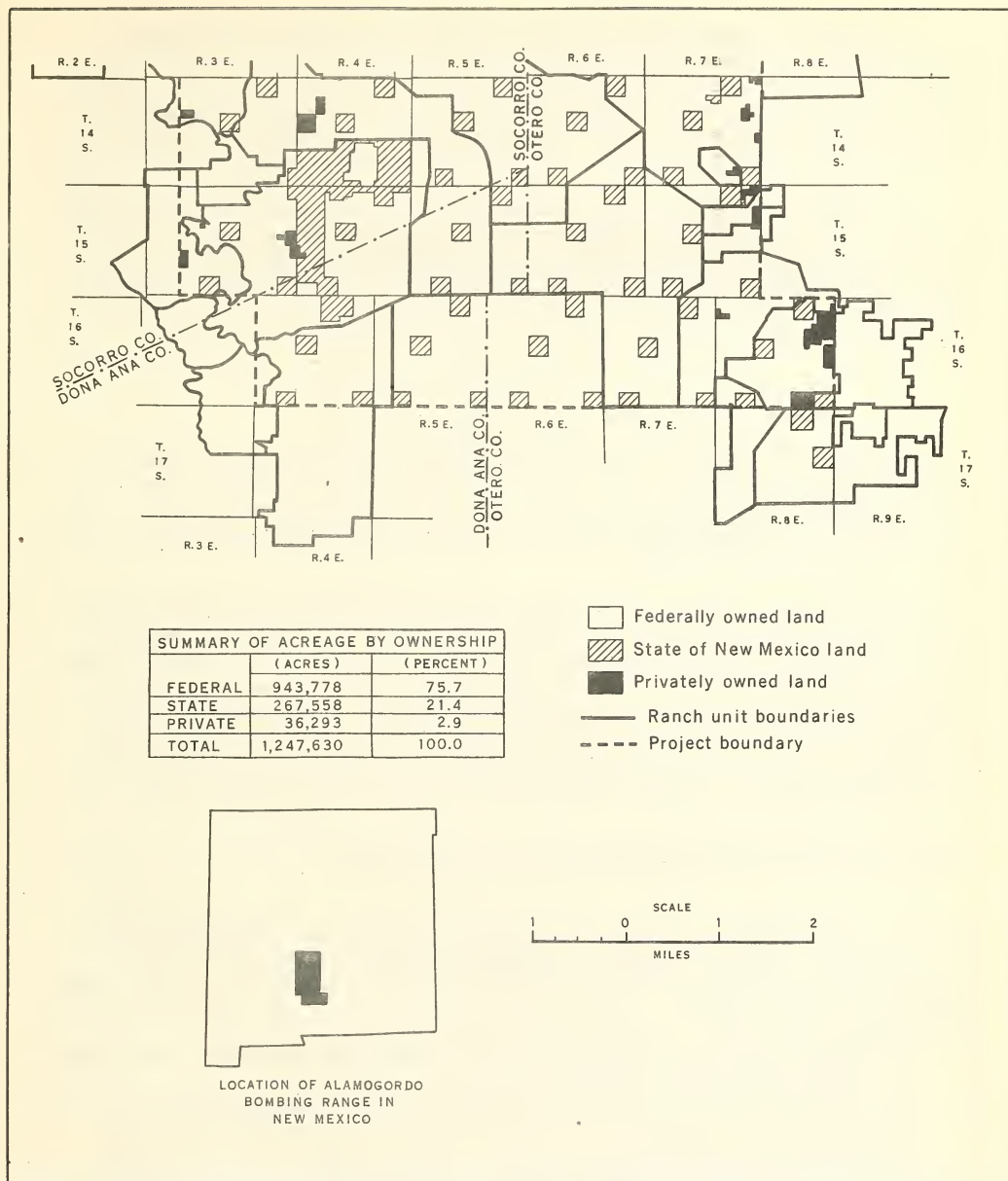


FIGURE 3. - Use of land in the Alamogordo Bombing Range was obtained through Lease and Suspension Agreements. A rancher's privately owned land was leased and his grazing privileges on State and Federal land were temporarily suspended. Yearly payments were made to the rancher for the estimated annual value of the land under his control.

Following the enactment of this law, an instrument called Lease and Suspension Agreement was devised whereby the Government would lease the ranchers' fee holdings and suspend his grazing rights on the public land. Some ranchers were paid an annual sum for the suspended grazing rights whereas others sold their grazing rights. Alamogordo Bombing Range is an illustration of the use of this type of arrangement (fig. 3).

In some projects a concurrent use lease was secured permitting the ranchers to leave their livestock on the range with the right to enter at certain hours to salt and give other care to their livestock. In other large areas alternate use arrangements were made whereby military use during the normal grazing season was shifted to other areas where the grazing period was past or not yet in season. 25/

Purchase of Privately Owned Land 26/

Purchase of property for public purposes must proceed with more dispatch and definiteness during wartime than during times of peace but in general the same basic legislative acts are used. The basic laws were supplemented during World War II by the Second War Powers Act as will be explained below.

The principal differences between wartime and peacetime acquisition of land for public purposes are two. There is little time for debate during war and buying property for public purposes is much more extensive for military projects than for the many types of peacetime projects. Purchase of reservoir sites covering large areas is comparable to the purchase of large areas for military camps. But buying rights-of-way for highways and public building sites, though common in condemnation proceedings, does not involve large tracts and usually affects only parts of individual properties.

Legislative Authority and Administrative Procedure

There are two acts that generally may be used to facilitate acquisition of property by the United States in the absence of voluntary sale by the owner: (1) the General Condemnation Statute 27/; and (2) the Declaration of Taking Act. 28/ During time of war additional legislative authority is given. 29/

25/ For more detail on effect of military use on agricultural production from public land see p. 88.

26/ This section developed in part from publication "Acquisition of Property for War Purposes," prepared in the Department of Justice, Lands Division, 1944.

27/ 25 Stat. 357, Aug. 1, 1888, 40 U. S. C. 257, 258.

28/ 46 Stat. 1421, 1422, Feb. 26, 1931, 40 U. S. C., Sec. 258a-258e.

29/ 40 Stat. 241, July 2, 1917, 50 U. S. C. 171, as amended by 56 Stat. 177, Mar. 27, 1942, 50 U. S. C., Supp. V 632.

The General Condemnation Statute giving governmental agencies power to acquire property through condemnation provides a procedure by which title and possession may be taken by the Government but only after final judgment has been made by the court. This procedure often caused delay in beginning necessary construction and improvement. The Declaration of Taking supplements the general condemnation procedure and is used concurrently therewith. It provides that in condemnation proceedings title to land can be taken immediately by the filing of a declaration of taking and the deposit in court of the estimated amount of just compensation. The court may then pay the owner all or any part of the sum deposited in court upon receipt of application and satisfactory proof of title. As title passes immediately upon the filing of the declaration, it is possible for the Government to take possession at once and to carry on construction and improvement concurrently with acquisition activities.

Purchase of real estate for public use usually is first attempted through direct negotiation with the owner. Since a group of contiguous properties in most instances must be acquired, however, the additional power of condemnation is necessary to cover the properties of those who refuse to sell or who ask exorbitant prices. Condemnation is also necessary in many instances merely to perfect title to the land.

The Second War Powers Act of March 27, 1942, provides that the "Secretary of War, the Secretary of the Navy, or any other officer, board, commission or Governmental corporation authorized by the President may acquire by purchase, donation, or other means of transfer, or may cause proceedings to be instituted in any court having jurisdiction of such proceedings, to acquire by condemnation any real property, temporary use thereof, or other interest therein ..." An important feature of the Second War Powers Act is that possession may be taken and the property occupied, used, and improved immediately upon or after filing of the condemnation petition. This is a special power conferred upon the acquisition agency to meet the contingencies of national emergency.

The Second War Powers Act gives broad wartime powers to the President or any person, board, or agency authorized by him to acquire property by condemnation and to take immediate possession thereof. However, payment for the property cannot be made where there is disagreement on price or a flaw in the title, until the cases are settled in court. Under this act the Government must pay an annual rate of 6 percent interest on the amount which is finally awarded to the person whose property was condemned.

The Declaration of Taking Act, in the absence of the War Powers Act providing for immediate possession, can be used for the same purpose. Title is acquired immediately and so the occupancy and use of the property can proceed forthwith. The court is given the power to fix the time within which and the terms upon which the parties in possession shall be required to surrender possession to the condemner.

One of the chief benefits of the declaration of taking, through the immediate conveyance of title, is that a deposit can be made in the court of the estimated just compensation. Upon application of the parties in interest, the court may order that all or any of the money so deposited be paid to the condemnee as a partial or conditional settlement of the suit. This feature prevents hardship and saves the Government the costs of interest.

Payment, under the declaration of taking, is only to the account of just compensation to be awarded in the proceedings and so the acceptance of payment does not prejudice the case of either party. If such payment exceeds the final award, the Government can recover the overpayment; if payment is less than the final award, the Government makes an additional payment, with interest.

Usual Method of Purchase

The Navy Department conducted most of its wartime land acquisition under the General Condemnation Act and the Declaration of Taking Act. After making an appraisal of all the properties within the project, a petition for condemnation and a declaration of taking was filed on the entire project. This gave the Government immediate title to the land and the right to immediate possession and occupancy at the date set by the court. Final negotiations with the former owners were then carried out under the jurisdiction of the court.

The War Department used a slightly different procedure. It attempted to secure fee title, or whatever interests were to be acquired, by direct negotiation wherever possible. Only when immediate use of the land was necessary was a blanket petition for condemnation filed under the General Condemnation Act and immediate possession taken to an entire project. In such instances, the War Department started immediate negotiations with individual owners after the filing of the petition for condemnation. When negotiations were successful the properties were withdrawn individually from the petition for condemnation, and their cases were settled out of court. For those properties about which the owner and the Department could not agree on price or when the title was defective, a declaration of taking was filed and a deposit equal to the estimated value of the property was placed in the court. Final settlement for these scattered tracts was then left to the jurisdiction of the court.

For the projects where immediate possession was not required, the War Department did not use the War Powers Act nor condemnation on an area basis. It negotiated directly with each individual property owner and only when necessary simultaneously filed a petition for condemnation and a declaration of taking on individual properties.

The several legislative acts authorizing acquisition of real estate apply with equal force to obtaining the use of the land through lease or easements and the extinguishing of mineral and other rights on the land.

Land is acquired subject to public highways, roads, railroads, pipelines, and other utilities. If these interfere with the Government's use of the property, they are usually relocated or abandoned by contract between the Government and State, county, or utility company, whichever is involved. When necessary, the Government builds other roads or highways to replace the main roads which had traversed the area. Occasionally a main road going through the acquired area is left open to the public if this does not interfere with military use. An example of this is the State highway cutting through the middle of Camp A. P. Hill in Virginia.

Determination of Real Estate Prices and Equities

Bringing the many purchase and lease transactions to a satisfactory close rests largely on appraisal policy and procedures. Harmonious public relations depend somewhat on the manner in which the Government's representatives carry out the job of acquisition, but basic to these relations is an appraisal policy which results in prices that are equitable and just to buyer and seller, and equitable as between individual properties, giving due consideration to differences in improvements and productivity of the properties. Most of the recorded complaints on the part of owners who were bought out have been either in regard to the general level of prices paid or the seemingly unjust differences paid for similar properties. Satisfactory settlement of tenants' equities also is dependent upon what factors are given recognition in appraisal policy.

Appraisal made before initiation of acquisition.- A detailed appraisal of each property to be acquired in a project is made before negotiations are opened for securing options to buy, and before filing a petition for condemnation and declaration of taking.

Basic to appraisal and later negotiations for purchase is the preparation of tract-ownership data, legal description of the tracts, and the recording of such other data as taxes and mortgages. Preparation of project maps showing the ownerships was greatly facilitated by the use of aerial photographs. The Agricultural Adjustment Administration of the U. S. Department of Agriculture, which had aerial photographs of all agricultural areas, made them available to War and Navy personnel. Courthouse records were searched for data on taxes, mortgages, easements, bonded indebtedness of taxing districts, and other items chargeable to the tract to be bought.

When the project was large enough to call for several appraisers, a chief appraiser first engaged the entire crew in a preliminary appraisal of sample properties throughout the area to acquaint them with local conditions that determined values. This helped to get uniformity in appraisals when the appraisers were left to work independently.

Data on all factors considered in determining the value of a given property were carefully recorded. Condition of land and buildings was

noted, the number and size of the buildings, and the distribution of the various classes of land. Photographs were taken of each building separately, of the buildings as a group, and of other physical improvements that had a bearing on values. Careful recording of these facts was essential in the purchase of land under the War Powers Act or where the declaration of taking was used. When these legislative powers are used the conditions of the properties may be altered beyond recognition before the cases that result in court action are finally settled. Then the chief evidence the Government has to support its appraisals are the records as completed by the appraisers. An appraiser needs these facts for his own protection as well as to protect the Government for he is the one who may be called into court to establish the validity and competence of his estimates.

Current market value is basic.— All Government land acquisition is made at the market value of the property at the time of taking, assuming a willing buyer and a willing seller. There is no authority for compensation for disturbance nor for aesthetic nor sentimental values which a particular owner may attach to his property. Consequently, these elements are not considered in the appraisal. It is assumed that the transaction is entirely on a business basis. When only a part of a property is taken, the owner is entitled to the market value thereof, plus an amount equivalent to any resulting diminution in market value of the remainder of the property because of severance.

The market value made by an appraiser is merely his estimate based upon a study of all factors — physical, economic, and social -- that influence values. The appraiser does not establish exact values. His estimate is used primarily as a basis for beginning negotiations with the owner. The appraiser may arrive at the market value through one or more approaches: (1) comparative sale price of comparable properties, (2) income (capitalization of rental value), and (3) cost.

Usually an appraiser arrives at a value by using at least two of these methods of appraisal. The comparative method is most common in the appraisal of farm properties but when there are unusual features on a farm, the other two methods are used to strengthen the appraisal report. When the buildings on a farm seem excessively elaborate, it may be necessary to use both the cost-data method and the income-data method to satisfy both seller and the Government that all contributing factors have been considered. A man who has spent large sums to improve his farm would want the cost-data method. But if the improvements do not contribute to the income of the farm in proportion to their cost above that which would be contributed by more modest improvements, the Government might not be justified in paying on a basis of cost-less-depreciation, for such properties do not command a ready market. The improvements were to meet highly individual tastes and wants and usually were not financed out of farm income.

There is justification for discounting the cost-data method of arriving at the price of a farm if the farm is to be bought for agricultural use or if the appraisal is to be the basis of a long-term loan.

When the property is taken for public purposes against the wishes of the owner, however, there might be justification for giving greater consideration to the cost-data method of arriving at the price. It was the owners of the better properties and the more unusual properties who found it most difficult to buy something of equal quality elsewhere, without financial loss.

Determination of tenants' equities.- A large proportion of the farm properties acquired by the Government were occupied by tenants at the time of purchase. Tenants were compensated to the extent of their leasehold interests in the land which, as a rule, consisted primarily of their equities in the value of growing crops and seedbed preparation. The value of seedbed preparation was the cost of doing the job at prevailing rates in the community. The value of a growing crop was the estimated yield multiplied by the current price, minus the cost of bringing the crop to maturity and market. A tenant's share of such values as he had equity in depended upon his contribution to the job or his share in the final crop. The division of the proceeds was usually left to the tenant and the landlord. Each had a right to receive separate checks from the Government, but no payment was made until all interested parties had signed a release. If disagreement arose between landlord and tenant as to division of the proceeds for the item in which the tenant had an equity, the tenant frequently refused to sign a release. Then the property was filed under condemnation proceedings and the determination of distribution of receipts was left in the hands of the court.

Payment for disturbance was discussed while the land acquisition program was going forward, but no positive action was taken until the issue was brought to the courts in the so-called General Motors case. In this instance, the War Department acquired a building that was under long-term lease to the General Motors Corporation. This lease extended beyond the period for which the War Department expected to need the building. It was shown that the General Motors Corporation would be forced to undergo expenditures for moving equipment out, storing it elsewhere, and later moving it back again, as well as incurring damages in the process of moving. The Supreme Court ruled that General Motors was entitled to compensation for these costs. 30/

It is fully as justifiable to compensate tenants and farm owners for the expense of moving even though the moving may be only out. This would complicate present methods of land acquisition but undoubtedly would be fully justified considering the sacrifices and hardships forced upon occupants who are forced to move from Government land purchase areas.

30/ U. S. vs. General Motors Corporation. 323 U. S. 373; 65 S. Ct. 357; 89 L. E. D. 311 (1945).

Final payment depends upon title evidence.- Payment for land by the Government is not made until the owner has provided satisfactory evidence of title, regardless of the legal authority under which the land was acquired. Using the declaration of taking made it possible for the Government to deposit money in the court to the account of the owners of the land being acquired. These funds are not paid out, however, until proof of title satisfactory to the court has been produced.

Certificates of title and title-insurance or title-guaranty policies were used wherever practicable instead of abstracts. This procedure has been used for a number of years by the Department of Justice, but the practice was more extensive during the war than ever before.

Classification of Land Bought from Private Owners

Publicly owned land transferred or leased for temporary military purposes and land leased from individuals was primarily in forest use or grazing use before the war. Land that was bought from private owners, however, had a wider range of uses and represented land of higher use capabilities. Of the land bought from private owners about one-fourth was in cropland use, one-third in pasture and grazing use, another third in woodland and forests, and the remainder in miscellaneous uses (table 2). These were the major but not necessarily the best uses nor the ones in which the land would yield the most satisfactory returns to the operator.

Ordnance plants and depots, storage areas, airfields, and enemy alien camps were usually located on open agricultural or grazing land. Military camps and proving grounds were usually located in areas having a low proportion of cropland. Because of the necessity of acquiring all the land within the designated boundaries it was to be expected that all types of land would be found in most of the sites. The land acquired for military use represented all types of agricultural use as well as a wide range in agricultural productivity.

Ordnance plants have site-location requirements that nearly always placed them on the best land in the community. They had to be located on land that could be excavated deeply and easily for the placement of heavy foundations. Deep soil had another advantage in that it would not carry explosive shocks so far as land with shallow rocky soil. Adequate main-line transportation, both railroad and highway, was necessary. An abundance of water was needed so the plants were usually adjacent to rivers. The large amount of hauling to be done demanded that the land be reasonably level. The site had to be located in open country for safety yet close enough to population centers to insure an adequate labor supply. Construction of buildings, highways, and railroad spurs, and plant operation are costly under the best conditions, but could be held to a minimum if sites with deep soil and level land were selected. Even in the best agricultural areas, such as Sangamon County in Illinois,

Table 2.- Major use of land before purchase by the War and Navy Departments, World War II purchases 1/

Item	War	Navy	U. S.
	Department	Department <u>2/</u>	total
	<u>Acres</u>	<u>Acres</u>	<u>Acres</u>
Cropland	1,434,229	272,510	1,706,739
Pasture and range	2,061,705	413,079	2,474,784
Woodland and forest	1,888,028	269,085	2,157,113
Swamp, waste, urban, and miscellaneous	218,496	62,406	280,902
Total	<u>3/</u> 5,602,458	1,017,080	6,619,538
	<u>Percentage of total</u>		
	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>
Cropland	25.6	26.8	25.8
Pasture and range	36.8	40.6	37.4
Woodland and forest	33.7	26.5	32.6
Swamp, waste, urban, and miscellaneous	3.9	6.1	4.2
Total	100.0	100.0	100.0

- 1/ Classification made, in fall of 1943, cooperatively by War, Navy, and Agriculture Departments, and State agricultural colleges.
- 2/ Sites the Navy believed would become permanent installations were not classified. These totals derived by multiplying total acreage bought by the percentage arrived at in distribution of classified acreage; done separately for different parts of the country to obtain maximum accuracy.
- 3/ As of Jan. 1, 1945. Does not include easements and other lesser interests as is done in table 1.

the cost of land acquisition represented only about 2 percent of the total cost of the installation. This is a main reason why construction authorities give relatively little consideration to agricultural productivity when deciding between alternative sites.

While the site for the Elwood-Kankakee Ordnance Works in Will County, Ill., was under consideration for purchase, the suggestion was made that the strip-mine spoil-banks area to the north be substituted. The cost of leveling the old spoil banks undoubtedly would have cost more than the total purchase price of the site selected. It would have imposed other obstacles to construction and spelled a delay in the completion of the plant.

Ordnance depots, shell-loading plants, and storage areas do not need to be near abundant water supplies. Aside from this, they have the same requirements for site location as the ordnance plants.

Airfields were located on land as good as that for ordnance plants. Obviously, level land is required for runways. Then most of the site as well as the adjacent land had to be open to avoid costly land clearing. A higher proportion of the land in airfields was used for crops before Government purchase than was true of ordnance and storage sites. This is because land of less variation in type and use was obtained for smaller sites, a condition even more true of auxiliary airfields than of the main airfields. Auxiliary and emergency landing fields usually require a level area of about 160 acres, used only for landing purposes. The main airfields could use some less level land for barracks and grounds.

Prison and enemy alien camps contained a considerable proportion of cropland because it was intended that the occupants grow a part of their food.

Military camps and maneuver areas as a rule were located where there was a minimum of agricultural activity and so were on land not well adapted to crops. Exceptions are found in such instances as Camp Campbell in Kentucky and Tennessee, Camp Breckenridge in Kentucky, Camp Atterbury in Indiana, Fort Riley in Kansas, and Camp Adair in Oregon -- in these camps from 50 to 70 percent of the land was used for crops. Another exception in these sites is that the land was well adapted to agricultural use. Pine Camp near Watertown in New York, represents a site with average to low-quality land with about half of the acreage in forest or farm woodland.

Camp sites in the southern part of the country from central Texas eastward in most instances were made up of land of which only from 10 to 20 percent was used for crops, before purchase. Some examples are Fort Jackson in South Carolina, Camp Stewart in Georgia, and Camp Swift in Texas. Most of the land in the sites in these southeastern States is covered with forest growth. Much of it is cut-over land of low productivity. In the southwestern part of the United States, from central Texas westward, the military camp sites were predominantly in grazing use before they were bought by the Government. 31/

In nearly all instances, camps were located in areas with good transportation. Two railroads usually were requisite. It was considered an advantage also to have the camp within reasonable distance from sizable urban areas so that existing recreational facilities would be adequate and varied enough to meet the needs of large numbers of men.

31/ See Appendix, table 22.

Bombing and artillery ranges and proving grounds were located on the poorest types of land available. Of the 1,384,000 acres bought for this purpose only 7 percent was used for crops before the war. These sites in the western United States were located primarily in the poorer grazing areas and in the eastern United States they were located principally in extensive woodland areas (table 3).

Table 3.- Distribution of acreage by types of projects and by types of use before purchase by War Department, World War II purchases, January 1, 1945 ^{1/}

Type of project	: : Cropland: :	: : Pasture: : and range :	: : Woodland: : and forest :	: : Waste, swamp, and: : miscel- : laneous :	: : Total :	: : Percentage : of total : acreage in : each group : of projects :
	: : Acres :	: : Acres :	: : Acres :	: : Acres :	: : Acres :	: : Percent :
Ordnance plants and storage	: 477,666	: 333,391	: 146,224	: 17,547	: 974,828	: 17.4
Military camps and forts	: 596,102	: 942,053	: 1,104,384	: 18,628	: 2,661,167	: 47.5
Bombing and artillery ranges	: 98,250	: 646,238	: 577,048	: 62,271	: 1,383,807	: 24.7
Main airfields	: 169,782	: 78,883	: 53,307	: 6,163	: 308,135	: 5.5
Auxiliary airfields	: 65,768	: 45,884	: 5,765	: 235	: 117,652	: 2.1
Prison and enemy alien camps	: 25,144	: 17,480	: 1,524	: 672	: 44,820	: 0.8
Urban and miscellaneous	: 2/	: 2/	: 2/	: 2/	: 112,049	: 2.0
Total	: 1,432,712	: 2,063,929	: 1,888,252	: 105,516	: 5,602,458	: 100.0
Percentage of all types of use						
	: : Percent :	: : Percent :	: : Percent :	: : Percent :	: : Percent :	: : Percent :
Ordnance plants and storage	: 49.0	: 34.2	: 15.0	: 1.8	: 100.0	
Military camps and forts	: 22.4	: 35.4	: 41.5	: 0.7	: 100.0	
Bombing and artillery ranges	: 7.1	: 46.7	: 41.7	: 4.5	: 100.0	
Main airfields	: 55.1	: 25.6	: 17.3	: 2.0	: 100.0	
Auxiliary airfields	: 55.9	: 39.0	: 4.9	: .2	: 100.0	
Prison and enemy alien camps	: 56.1	: 39.0	: 3.4	: 1.5	: 100.0	
Urban and miscellaneous	: 2/	: 2/	: 2/	: 2/	: 100.0	
Total	: 25.6	: 36.8	: 33.7	: 1.9	: 2/100.0	

^{1/} See footnote 1 and 3, table 2.

^{2/} Urban and miscellaneous constitute 2.0 percent not classified.

RELOCATION OF FAMILIES FROM AREAS BOUGHT
BY WAR AND NAVY DEPARTMENTS

Wartime acquisition of land by the War and Navy Departments reached a total of about 100,000 tracts of land, involving possibly 60,000 families and 30,000 farms. The number of families displaced was less than the number of individual tracts of land bought because of scattered parcels owned by the same individual, partial farm units without buildings owned by someone living outside the area, and the many unimproved building lots in some sites. On the other hand, more than one family lived on many of the farms that were considered as single tracts. 32/ The distribution between types of properties in relation to total tracts is given for a selected number of projects in table 5.

The land acquisition program affected more families in the South and East than it did in the Great Plains and the West. In most of the sites in the East and as far south as North Carolina, Tennessee, and Arkansas, the properties and farms were small. In some of the sites many small-acreage properties were occupied by families the heads of which had work in nearby industry. Farther south, in many projects, there were more families than there were ownership units because several sharecroppers were on the same ownership tract. In the Great Plains and the West, the operating as well as the ownership units were large.

Hurried acquisition of large solid blocks of land creates a series of human problems which do not arise when single and scattered properties change ownership. Most important is the disruption of long-established economic and social activities of the many individuals which give life and meaning to the community. Thus the purchase of large areas usually affects all the citizens of the community. Evacuation of all occupants and their belongings had to be complete to make way for the conversion of large areas to new uses -- Army camps, ordnance plants, airfields, proving grounds, and other war purposes. This meant that farm tools and household goods had to be piled on wagons, trucks, and trailers, and that all livestock had to be herded out or hauled out of the area.

32/ Information on total tracts bought is available but the number of farms and family units in the site is available for only a few sites. The number of farms bought was estimated by separate calculation for each county. The number of nonfarm families made up of rural residents who were not primarily dependent upon farming for a livelihood was arrived at primarily by estimations based on specific information for selected sites. For counties in which 5,000 acres or less were bought, the average acreage per farm as shown by the Census was used in arriving at the number of farms. For counties in which 5,000 acres or more land was bought, the same calculation was made but the acreage figure was first adjusted by multiplying by the percentage of land area in the county that was in farms.

Table 4.- Distribution of number of complete farm units and other types of properties, selected War Department sites, purchases during World War II

	: Total :	: Part-time :	: Tracts of
	: ownership:	: Complete:	: farm or rural:
	: tracts :	: farm :	: residence :
	: bought :	: units :	: units :
	: Number	: Number	: Number
	: Number	: Number	: Number
Gopher Ordnance, Minn.	: 113	43	0
Badger Ordnance, Wis.	: 140	82	25
Lake Ontario Ordnance, N. Y.	: 145	67	45
Camp Hill, Va.	: 1,127	312	259
Nebraska Ordnance, Nebr.	: 178	134	0
Iowa Ordnance, Iowa	: 209	142	24
Rocky Mountain Arsenal, Colo.	: 475	125	0
Camp Atterbury, Ind.	: 619	250	0
Fort Leonard Wood, Mo.	: 534	143	110
Weldon Springs Ordnance, Mo.	: 313	130	64
Fort Knox, Ky.	: 1,024	330	160
Wabash River Ordnance, Ind.	: 249	140	29
Gulf Ordnance, Miss.	: 66	1/ 66	0
Plum Brook Ordnance, Ohio	: 237	119	13
Scioto Ordnance Works, Ohio	: 130	80	0
Total	: 5,559	2,163	729
			2,667

1/ There were 127 farm tenant and cropper families on these 66 ownership tracts.

The families who found other farms and homes immediately could take their belongings there; others had to find temporary storage for household goods and farm equipment, and temporary shelter for livestock -- as well as temporary dwellings for themselves. Still others who saw no other possibility held auctions and sold out. Whatever the form of adjustment, everything was on the move in only one direction -- out of the area. Often farmers whose farmsteads were just outside the purchased area had to sell most of their land to the Government. If other acreage nearby could not be found they, too, often were forced to liquidate farm operations since what was left of the farm did not make a satisfactory economic unit.

The Relocation Problem

A varied program of assistance was needed to relocate many of the families who were bought out. Some were able to relocate without any assistance, some wanted only information as to relocation opportunities, others needed both information and financial assistance, while the

incapacitated needed help in the physical job of moving, in addition to information and financing. Since there was no compensation for disturbance it is certain that the displaced families suffered varying amounts of financial costs as well as the physical hardships and the more intangible heartaches and inconvenience that go with the process of being forced to sell one's home and to sever community ties.

The proportion of the families falling into the needy groups depended much upon the productivity of the land and other local resources. Results of surveys in a few sites illustrate the general nature of the relocation problem.

At Fort Leonard Wood in Missouri, for example, 304 families were displaced. As this is typical Ozark Mountain land, it is to be expected that the families would not have accumulated much material wealth. It was found that 45 family units, or 15 percent, were obtaining old-age assistance or aid for dependent children at the time of purchase. Another 30 percent did not have enough equity to qualify even for standard Farm Security Administration loans. Thus, 45 percent of the family units needed substantial outside aid to finance the cost of moving. 33/

In the Camp Crowder area in Newton County, Mo., an Ozark Mountain foothills county, 236 out of 547 families needed assistance for relocation. 34/

Fort Knox in Kentucky, is in an area of generally unproductive land. A survey of the occupants of the area purchased during World War II showed that of the 455 families who had to relocate, 115 were classified as poor in ability to meet the situation, and 85 as fair. Thus, only 255, or 56 percent, were classified as reasonably able to meet the situation. 35/ The condition of winter roads in the area surrounding Fort Knox suggests in part the financial condition of the community and its citizens. "The Army loaned 2 caterpillar tractors to be used in helping to move the belongings of farmers in Steele's Cross Roads and Cedar Creek Community, whose farms were taken over, move furnishings out to the hard surface road where it was transferred to trucks." 36/

In Hempstead County, Ark., of 600 families who had to give way to the establishment of Southwestern Proving Grounds, 65 had to live for a time in tents supplied by the National Guard and the Farm Security Administration.

33/ Mussman, Albert H. Unpublished manuscript. Implication of Land Use Adjustments in Connection with the Defense Program. Bur. Agr. Econ., U. S. Dept. Agr., July 1941.

34/ County Agricultural Agent Annual Report, 1941.

35/ Program memorandum from George T. Shaefer, Bur. Agr. Econ., to Frank T. Hady, BAE, Jan. 28, 1942.

36/ County Agricultural Agent Annual Report, 1942.

Acquisition which took place in 1940, close to the economic depression period of the 1930's, found a larger proportion of the farm families in dire circumstances than was true in 1941 and 1942. During the early stages of the land acquisition program it was necessary for governmental agencies to extend material and financial aid to a large proportion of the displaced families so as to present undue physical hardship as well as to help speed up the process of economic and social readjustment. As the defense program got rolling, more and more of the displaced families found paying jobs in industry.

Fewer families were dependent upon the public for relocation assistance in the more productive areas and in the areas where the type of land use and ownership was in adjustment with the type of resource. Slowness in getting paid for the land was the chief reason families displaced from such areas had to have loans. In the extension of the Fort Riley area in Kansas, 111 farm families were forced to evacuate. Of these, 50 needed assistance merely in the location of temporary living quarters, 23 needed financial and advisory service, and the others needed no special assistance. In Saunders County, Nebr., where 95 farms were acquired for the Nebraska Ordnance Plant, only 17 needed financial help. This was an area of good land which accounted for the "very prosperous community." 37/

With the establishment of the Jefferson Proving Ground in Jefferson County, Ind., 247 farmers had to move; only 4 of these asked for financial assistance. 38/

In many counties the displaced families were financially able to relocate without any type of financial assistance. Nevertheless the experience was a trying one. As an example, in St. Mary's County, Md., where a Naval Training Base was established, the county agent wrote nothing about relocation problems but referred to the area with pride in its past and a feeling of regret for the future. "The farm owners in this locality were important people. As a community it represented the elite of the county taking active interest in affairs and business of the county ... This was the place where we expected to prove our theories and cite others of less perception to the success of forward looking farmers ... In the Cedar Point area most anyone could have his wants fulfilled, a laborer could find employment at good wages and quarters for his family's shelter ... From this section the county coffers were replenished." 39/

Of the 125 families in the Rocky Mountain Arsenal in Colorado, only one received a relocation grant and 20 received emergency loans. "The main reason it was necessary to give these people help was because they do not receive payment for their land until a considerable time after they have moved and relocated." 40/

37/ County Agricultural Agent Annual Report, 1941.

38/ County Agricultural Agent Annual Report, 1941.

39/ County Agricultural Agent Annual Report, 1942.

40/ County Agricultural Agent Annual Report, 1942, Adams County, Colo.

Local employment situations in some instances made it unnecessary for displaced families to seek other farms. This was true in the section surrounding the New River Marine Base near Jacksonville, N. C.

The farming population of the Marine Base area have been slow in attempting to relocate themselves on other farming land. Rather than try to secure land on which to produce a 1941 crop, the majority of farm people expected to continue living in or near the base, and to secure work on its construction.

Concurrently with the beginning of the Marine Base, work on the Army camp at Holly Ridge was under construction. A number of farm people were employed at Holly Ridge as carpenters and other trades paying them in the neighborhood of ninety cents per hour. As a result of this, we had the unique situation of one part of the county having a lot of farms abandoned by tenants and even owners, and in another part of the county a large number of farmers and tenants being displaced but not taking advantages of the land available for farming. 41/

To a certain extent the tenure status of individual families determined the nature of the relocation problems. Farm owner-operators who were free from debt undoubtedly were able to relocate with little difficulty except for the inconvenience of waiting for payment and the necessity of making temporary credit arrangements. Owner-operators whose property was heavily encumbered probably did not have much cash left, after they paid their debts.

Tenants usually suffered more inconvenience and financial loss than owner-operators. Tenants often found themselves without farms because the normal season for leasing was past or because there just were not enough farms to go 'round. Many who wanted to continue farming lost out on one crop year. This was a severe war-cost burden to a tenant and created a problem that found no satisfactory solution other than the part played by the Farm Security Administration. The FSA relieved immediate distress through loans and grants and started a comprehensive program of relocating the displaced farm tenants, but FSA's relocation activities through defense relocation corporations were stopped before the objectives could be reached. 42/

Work of County Agricultural Planning Committees

The county agricultural planning program that was in existence during the early war years (1939-42) and later the county war boards served as a medium for solving relocation problems. This program, sponsored by the

41/ Administrative report by T. Newton Cook, County Farm Security Administration Supervisor, Onslow County, N. C.

42/ See page 48 for discussion of State relocation corporations.

U. S. Department of Agriculture in cooperation with the State agricultural colleges, tried to bring together the farmers and the several agricultural agencies in the counties to work in unison on problems affecting the use of land and the welfare of farmers in these counties. Major efforts were spent on projects that furthered the war. Family relocation on the scale required by military land purchase was a tangible problem of planning for this group to work on. In some counties, as in Des Moines County, Iowa, it was decided that this problem would have the immediate attention of the agricultural planning committee.

The county agricultural planning committees or war boards were made up of county representatives of agricultural agencies and local farmers. Their activities on relocation problems consisted essentially of: (1) education; (2) surveying relocation needs; (3) listing of trucking, storage, rental, and related kinds of services available; (4) making lists of farms for sale; and (5) maintaining an information office. Each of these will be discussed.

Education

As soon as a project location was announced, agency representatives and farmer leaders were called together by the county agent to plan the educational program to be carried to the occupants of the purchase area. This program sometimes consisted of mailing out information prepared by a subcommittee or by the relocation committee as a whole. This was done in Des Moines County, Iowa, and in Fulton County, Ill., and is illustrated by the letters sent out by the chairmen of the county committees. A portion of the Des Moines County letter follows:

Because of the location of a military purchase unit in this community, we have a lot of problems on our hands and no one knows for sure what can be or will be done. No provisions have as yet been made, either in Des Moines County or in State or National offices, to help the people in the area with their troubles, or the people in the rest of the county with the large number of problems which will face us for several years to come.

Consequently, we have organized a county Agricultural Planning Committee to see what can be done. Some of your neighbors are on it, together with farm leaders from other neighborhoods in the county. We have also called in the local Farm Security Administrator, the County AAA Chairman, the County Agent, the County Superintendent of Schools, and others who may be able to help us solve our problems.

Our first aim is to help the people in the area. We met Tuesday afternoon and again Wednesday morning to talk over the problems which are arising here, using as a

background for our discussion what has happened in a similar situation in Will County, Illinois. We have taken the following steps:

1. Listing Available Farms
2. Sealing Corn
3. Information Needed
4. Storage of Machinery
5. Livestock
6. Orderly Marketing
7. Fair Compensation
8. Employment

This letter indicates the thoroughness with which all problems were listed and considered, but it has an undertone of despair and a touch of resentment that more help was not forthcoming from higher authority.

The letter sent out by the Fulton County committee gives less factual information than the one above, but it shows that the committee placed great importance upon the fostering of good will and friendly human relations. The letter follows in part:

They are trying times for everyone. When a Nation is at War sacrifices must be made by everyone but unfortunately some are called upon to make greater sacrifices than others. This is regrettable but unavoidable. It is War. To you people who are in this particular area under investigation you have the full sympathy of your friends and neighbors in the surrounding country.

We all appreciate the uncertainty as to the status of the farmers in the proposed camp site area. When uncertainty exists there are bound to be rumors; however, we can assure you that just as soon as something definite and authentic is available you will be notified. We have assurance from authoritative sources ...

We are fortunate in having army officials who have the responsibility of directing the affairs of the survey of the area who are experienced men, men of understanding who realize the difficult situation and who are in sympathy with those of you who will be called upon to make the sacrifice of giving up your home and having to seek a new location. The situation is being watched closely and whenever anything authentic is available you will be notified.

The letter written by the county agent in Seneca County, N. Y., where land was to be bought for a Naval Training Base undoubtedly is

representative of the way in which most of the farmers to be relocated were informed of their fate. It is a purely factual and informative letter and leaves the individual to act on his own initiative. The complete letter follows: 43/

According to the information that we have your place is in or at least partly in the new Naval Training Base area. This, however, is not a notice of taking or evacuation.

We want to help you all we can in making a change to a new home or farm. First of all, many of the details regarding it have been printed in the newspapers and you should plan to read them carefully. It is suggested that you cease farm work on the land in the area to be taken, aside from that which is profitable to carry on in the next few weeks. Possibility of harvesting any late summer crops is not in prospect. We understand that most all of you will be given 30 days notice in which to evacuate your homes altho a few may have to move sooner.

If you are able to harvest some of your alfalfa or other hay you may be interested in using a pick-up baler. The following farmers will usually rent their balers: Bornheimer Bros., Geneva, R. D. #3; Earl Poorman, Waterloo; and Byron Harris, Waterloo.

There has been some inquiry about truckers for moving. The following is a list of general service truckers whom you may be able to get: Arnold Johnson, Waterloo; George Sorenson, Waterloo; Warren Long, Geneva, R. D. #3; Charles Kaufman, Romulus; and Charles Trout, Fayette. Moving vans - John Murray, Geneva; Bissell, Geneva; and Sam Van Ditto, Seneca Falls.

These lists are not, of course, complete and you may be able to find others.

We have listed a large number of farms for sale both inside and out of Seneca County with brief descriptions which we will be glad to have you look over. Places for rent seem to be scarce but we are trying to locate some thru the Extension Minutemen. We are also trying to find places to store machinery and stock temporarily so that you will not need to have a rush auction.

We hope to be able to have someone visit each of you personally within a few days but please do not hesitate to call on us directly if we can be of assistance.

43/ Letter from Richard Pringle, County Agricultural Agent, Seneca County, N. Y., dated May 29, 1942, to Persons in the New Naval Base Area.

In other counties, especially where the number of families to be relocated was not large, the policy was to have neighborhood leaders or Government men make a personal call immediately, at the farms and homes included in the area.

Undoubtedly these meetings and visits were of invaluable service to the families who were often bewildered. It gave them a chance to talk with men who were not involved and so were likely to have a fairly objective viewpoint. As stated by one who assisted in the Fort Knox area: "Persons involved in an evacuation naturally like to talk over the situation with someone in a position to render more reasonable opinions and judgments on the many questions confronting them. These disturbed families are anxious to discuss their problems, even in a general way, with someone in whom they have confidence. Often the individual is in greater need of counsel than in dollars and cents. This is especially true of the aged and those long-time residents who, perhaps, have never moved and consequently have no conception of the problems to be overcome." 44/

Survey of Relocation Needs

The second job in the relocation process was to organize survey teams to get specific data on each family in the area. This was done in most of the counties where the purchase area was large -- for camps, proving grounds, and ordnance plants. In the smaller areas some one person, as the county agricultural agent or the Farm Security Administration's county supervisor, knew the needs of the families requiring assistance and could immediately render the help his agency was authorized to give. In the larger areas it was necessary to record family information systematically if efficient relocation programs were to be developed. The survey work was performed by Government personnel in some instances; in others the area was divided into neighborhoods and a local farmer leader collected the information for his neighborhood.

Information was obtained on (1) plans for relocation, (2) financial resources, (3) type of assistance desired in relocating, (4) items of livestock and farm equipment for sale, (5) temporary storage and shelter required, (6) nonfarm employment wanted, and (7) tenure status of occupant. Survey information was tabulated, summarized, and posted in several local offices or was furnished to the agencies in the county so that they could prepare themselves for follow-up action.

In general, the survey work was of a practical nature and was directly useful in the problem at hand. The predominance of local farmers on the county committees reduced the background questions. These local men were personally acquainted with most of the affected families, knew their problems, and knew where to go for assistance.

44/ Shaefer, George T. Summary Report on the Fort Knox Evacuation.
U. S. Dept. Agr., Feb. 1942.

It would have been well if concerted effort had been made in all affected counties to record systematically such basic facts as number of farm owner-operators, farm tenant-operators, and other families; the number of each that bought other farms, rented other farms, retired from farming, or entered nonfarm occupations. Additional useful information would have been a record of the inconvenience and loss incurred in relocation and the extent to which displacement meant an improvement of the economic opportunities of those involved. This information would have been a great help when policies and programs for disposing of land after the war were formulated and would have helped in developing sound programs on sales priorities and prices.

Listing of Available Services and Facilities

The relocation committees did what they could in getting names of individuals who had trucks that could be used to transport household goods, farm equipment, and livestock. Nearby farmers were surveyed to find extent of temporary excess storage space and living quarters that could be provided for the families to be evacuated.

Wholesale evacuation of large military areas accelerated many activities of the kind that facilitated relocation. Truckers were taxed to the utmost to haul livestock, farm equipment, and household furnishings out of the areas. Auctioneers were booked up for daily auctions. In the Jefferson Proving Ground area in Indiana, daily auctions were held for more than 6 weeks. ^{45/} Concerns with house-moving equipment moved houses and other buildings for some who wanted to move onto nearby land they owned. Wrecking crews and farmers demolished buildings they had retained at salvage value which, as a rule, was at 10 percent of the appraised value.

The good-neighbor policy predominated among the families within and adjacent to the purchase area. The county agent in Stafford County in Virginia reported that several county farmers who owned trucks made them available to the families to be relocated. "Most of these truck owners worked day and night so that families could get moved by the deadline and in many cases, only charged cost of fuel."

When purchase took place shortly before harvest time, there was a bee-hive activity to salvage all crops. All custom work operators with combines, corn pickers, hay balers, and other harvesting and trucking equipment were worked to capacity. In some areas, as at Camp Tyson in Henry County, Tenn., the mayor of the local hamlet declared a holiday and all able-bodied village folk went out to help the farmers gather the crops. In some areas no attempt was made to salvage crops because construction of buildings had to be undertaken at once.

This mass activity required planning and leadership on the part of agency representatives and farm leaders to make sure that the reticent who needed help would not be overlooked.

^{45/} County Agricultural Agent Annual Report, 1941. Ripley County, Ind.

Listing of Farms for Sale

Listing farms for sale was a standard type of service provided in the counties in which large military land purchases were made. The State and county extension service usually did the listing. Invitations were sent to Federal land banks, insurance companies, private realtors, and local banks, by mail or newspaper publicity, asking them to file descriptions of farms for sale. Neighboring county agricultural agents had prospective sellers fill out a farm description sheet which was mailed to the county concerned. A list of farms was prepared and was available for inspection in the county agent's office, or in the special relocation office usually staffed by personnel from the Farm Security Administration.

Undoubtedly, this service was of more value than can be measured merely by the number of these particular farms bought by displaced farmers. It gave them a chance to inspect farms that were on the market and to get a general idea of the prices of farm land. The wide variety of farms offered for sale provided ample opportunity for detection of attempts to unload unproductive farms. Federal land banks and insurance companies -- owners of many farms during the early stages of military land purchase -- were willing to sell farms at or near the amount of their investment.

The list of 1,435 farms for sale in the relocation office in Des Moines County, Iowa, is an example of this service. Of these farms, Iowa led with 999, followed by 115 in Minnesota, 91 in South Dakota, 90 in Missouri, and 80 in Illinois. Twenty other States were represented, each with from 1 to 12 farms for sale. In Jefferson County, N. Y., 80,000 acres and 500 families were bought out by the Government for the expansion of Pine Camp. In this county, a list of 1,000 farms for sale throughout the State was prepared and mailed to each of the farmers in the purchase area. It was estimated that 150 families found farms through this list. 46/ The county agent of Sebastian County, Ark., reported that a list of 1,500 farms for sale was prepared for the benefit of farmers forced to move from the Camp Chaffee area.

The only evidence of protest against Government assistance to displaced farmers through making available a list of farms for sale was recorded in Des Moines County, Iowa. The county real estate dealers' association considered these acts competitive to their interests and contrary to State law. 47/ Discussion and heated arguments took place and strong letters were exchanged between some of the relocation personnel and the secretary to the State Real Estate Commissioner. Local county attorneys could not see where any law was violated and the activity was continued.

46/ County Agricultural Agent Annual Report, 1941. Jefferson County, N. Y.
47/ County Agricultural Agent Annual Report, 1941. Des Moines County, Iowa.

In preparing the lists, an attempt was made to have a description of the condition of the farm and buildings, and estimates as to the productivity of the land. The Soil Conservation Service inspected the soils on a few farms at the request of the prospective buyers. In Will County, Ill., an early project, the county agent together with the Soils and Agricultural Economics staffs at the University of Illinois, conducted a school on farm selection for those who were planning to buy farms to replace the farms they had been forced to sell. Two leaflets were prepared and distributed among the prospective farm buyers: "Procedures Ordinarily Involved in Buying A Farm" and "Some Things to Do Before Buying A Farm." 48/ This is the only recorded instance of the kind.

Information Center

In many areas, a separate county office was established where families bought out by the War or Navy Department could go for information concerning their relocation problems. Usually an office was provided in conjunction with some established agency, as the Extension Service, Farm Bureau, Farm Security Administration, or Soil Conservation Service. One agency would provide the services of an office manager and another the services of a secretary. At several sites in the North-eastern States, the Bureau of Agricultural Economics provided the office manager and in the South the FSA usually took this responsibility. Where relocation grants were important to relocation, an FSA representative was the logical person to operate the office.

The work of the relocation committees was valuable not only to the farm families directly concerned, but to the land-acquisition agency in helping its personnel with their public relations. After the work was under way, it became evident that the relocation committees could not afford to take a militant attitude on the questions of appraisals, land prices, and site location. It was recognized that these problems were the responsibility of the acquisition agency and that its job should be education and relocation assistance. This division of responsibility was recognized early in the program but was not formalized until late 1941 and early 1942, when letters of instruction went out from each Department to its field personnel. 49/

In a letter to the county agent in Pulaski County in Arkansas (the location of Camp Robinson) Mark Lewis, of the Office of Engineers, U. S. War Department, wrote: "The work of your committee is most highly appreciated by our office. Acquisition of the lands in the Jacksonville and Marche area has progressed with as much speed and has been much easier and more pleasant to handle than any lands we have ever acquired in the past." 50/

- 48/ Fielder, Virgil B. Typewritten ms., "Government Powder Plant Purchase Area in Will County, Illinois." Bur. Agr. Econ., Dec. 10, 1940.
- 49/ Secretary of Agriculture Memorandum 975-3, Feb. 26, 1942, and War Department Circular Letter (Construction No. 224), Dec. 31, 1941.
- 50/ County Agricultural Agent Annual Report, 1942. Pulaski County, Ark.

Relocation Activities of Public Agencies

Government agencies and other organizations worked with the agricultural planning committees discussed above, but several also had programs which may have been carried out independently. State agencies having programs of public assistance to the aged and dependent children became involved in the relocation problem when their clients were in military purchase areas. In some States philanthropic and semipublic relief agencies came to the rescue of the incapacitated. As an example, in the Fort Knox area in Kentucky, the American Red Cross stationed personnel at nearby villages so that families in dire circumstances could be interviewed and assistance given quickly and with the minimum of inconvenience. The Red Cross looked upon such large-scale evacuation as a disaster, as disturbing as a flood or tornado. The United States and State Employment Services helped those who wanted temporary employment to obtain priority for available jobs in the construction of camps or ordnance plants.

The U. S. Department of Agriculture, with its many branches serving the differing needs of the farmers, was well equipped to help the families to be evacuated. A brief review of the activities of each agency will be given even though some of them have been discussed rather fully in the discussion of the planning committees.

Cooperative Federal-State Extension Service

The local county agricultural agent in many areas was the first to come in direct contact with the "grass-roots" nature of the relocation problem. It was to him that most farmers came when they were faced with these new problems which required group action. The Extension Service, of which the county agricultural agent is a representative, does not provide material aid. The help this organization gives is primarily in the form of information, advice, education, and morale building. The work is usually carried forward through and in cooperation with local farmer leaders. The county agent's work in this field was one of working with farm families, with the agricultural planning committees, and with representatives of other agencies. The county agents did not carry out separate programs of their own. The activities of the Extension Service were an inseparable part of the varied activities of the agricultural planning committees described above.

Comments from the annual reports of county agents indicate the extent to which many of them came to the assistance of the bewildered evacuees.

In his report for 1941, the county agent of Sebastian County, Ark., wrote: "It has been rather difficult for the farm families in this area to adjust themselves to the drastic change and most of our extension program for the past 3 months has been devoted to assisting these families in relocation and adjustment to the best possible advantage."

The county agent of Orange County, Calif., wrote: "Many days in 1942 were devoted to assisting government land appraisers evaluate crop production and farm properties in connection with the military land acquisition in Orange County."

In his annual report for 1942, the county agent of Nottaway County, Va., location of Camp Blackstone, said he devoted 40 days to assisting farmers in the camp area. "One of the big problems was that of familiarizing them with the procedure of transferring tobacco, cotton, and wheat allotments to farms purchased out of the area."

The county agent in St. Charles County, Mo., spent 30 days in 1941 in helping families to move out of the Weldon Springs Ordnance Plant area; 214 families were relocated.

In Erie County, Ohio, location of the 9,000 acres of Plum Brook Ordnance, 132 families were bought out. In one week's time, 314 calls were made at the county agent's office and 102 calls at his home, in addition to 85 telephone calls from persons who had farms to sell or rooms to rent. 51/ In the same county the Farm Security Administration made its county office and county staff available and most of 4 months was devoted to helping farmers who were forced to relocate.

Agricultural Adjustment Agency

Many of the governmental agencies merely made minor changes in their existing programs so as to be able to give special assistance to families forced to move from their farms. Under the allotment program, for example, no farmer could increase his tobacco or cotton acreage or grow the crop on a farm that had no allotment history, without penalty, unless he obtained permission from the State and county committees of the Agricultural Adjustment Agency. Purchase of large areas by the War and Navy Departments removed much allotment acreage. As there was not a plentiful supply of farms with allotments, the evacuated families who wanted to continue farming would have suffered unwarranted hardship if they had not been permitted to grow allotment crops on the farms they moved to. Obviating such distress, the AAA placed the abandoned allotments in a State pool as a source of new allotments for the relocated families who acquired farms that had no previous allotments.

Farm Credit Administration

Another example of assistance through existing public programs was the special effort made by the Farm Credit Administration to sell farms to the displaced families. Of course, private agencies such as local banks and insurance companies also made known the location of farms they had for sale. Land transfers of this kind were beneficial to both buyer and seller. Purchase from lending agencies often was on a credit basis.

51/ County Agricultural Agent Annual Report, 1941. Erie County, Ohio.

Farm Security Administration

In many areas the Farm Security Administration was the first to come to the assistance of families whose land was bought by the Government. FSA activities on such relocation problems started concurrently with the land purchase program in 1940, and were most extensive in the South. As many of the camps were located on the poorer lands the occupants usually included many who were in dire circumstances. The FSA was the only agency with an already operating program designed to give adequate aid to this needy group. It had authority to extend loans with a minimum of security and to make grants to individuals having no security nor possibility of repaying.

Grants to low-income farm families to help defray moving costs and to provide temporary sustenance were not to exceed \$100 per family except in extreme cases, and were to be used for covering expenses incidental to moving, immediate subsistence, buying materials for temporary shelter, and paying rent for housing for a period not to exceed 6 months after relocation. Most of the grants were made in Georgia, Alabama, and South Carolina -- 3,071 grants averaging \$50.60 were made in these three States. 52/ Up to July 1, 1942, the FSA had made relocation grants to 4,200 families and had assisted 235 to obtain farms through State relocation corporations, in addition to the other kinds of assistance (table 5).

Table 5.- Type and extent of assistance given by Farm Security Administration to families displaced by War and Navy Departments' land purchase program, beginning of war to July 1, 1942 1/

Type of assistance	: Number of families: Average loan	
	: given assistance :	: or grant
	<u>Number</u>	<u>Dollars</u>
Provided farms through relocation corporation :	235	
Provided farms on FSA projects :	13	
Given loans for purchase of farms: :		
Long-term (tenant purchase) :	12)	6,056
Short-term :	1)	
Rural rehabilitation loan: :		
Standard :	252	1,267
Emergency :	119	201
Grants :	4,200	41
Assignment to temporary shelter :	300	

1/ Material developed largely from information in letter dated Dec. 21, 1945, from Norman L. Johnson, Assistant Administrator, FSA, to H. E. Tolley, Chief, Bur. Agr. Econ.

52/ National Defense Migration Hearings Before the Select Committee Investigating National Defense Migration, House of Representatives, 77th Cong., 2d sess., pursuant to H. Res. 113. Part 32, p. 12061, Huntsville Hearings, May 7 and 8, 1942.

State relocation corporations.- The efforts of the Farm Security Administration to develop a comprehensive program to help relocate displaced farmers through State defense relocation corporations warrants special mention. For States in which there were at least 25 low-income farm families to be relocated on farms, regional FSA administrators had authority to establish corporations that would buy or lease lands and develop them for these people. Relocation corporations were set up in 17 States and, in all, 339,222 acres were acquired (fig. 4).

The normal operations of FSA were considered inadequate for the needs of the many farm families who were being forced to leave their farms. It was thought that "relocation of displaced families on a sound basis could be achieved only through acquisition and development of tracts of land sufficiently large and well-disposed to make possible planning and development of profitable and varied forms of operation." 53/

One of the objectives of the relocation corporations was to hold to a minimum any secondary displacement, such as would occur if farm tenants elsewhere would be forced to move because the farms they were on were sold to families moving out of Government purchase areas. The corporations tried to buy land that could be developed into additional farms. Much of it was under nonresident or corporate ownership. As an example, the tract of 41,845 acres in Bates County, Mo., bought from the well-known Scully Estate, had 156 families living on it. Plans called for subdividing the land into 382 family-sized farms which would provide farms for an additional 226 families.

A more detailed description of the objectives and activities is contained in a statement appearing in a Congressional hearing. 54/

... The relocation corporations were developed with a view of retaining as far as possible all the features of private operation and ownership. The corporations are of an emergency character and, as far as the Farm Security Administration is concerned, to a large extent temporary in nature. They are intended to be self-liquidating, looking to ultimate private ownership of individual farm units.

Corporation surveys the need and estimates the costs in its territory. It obtains money for relocation work from the Farm Security Administration, which in turn obtains Reconstruction Finance Corporation funds. This money is held available for loans. As a tract is obtained and improved, a mortgage is placed on it as security; the unexpended amount of the loan remains on deposit until it is required. Every safeguard is provided for the Government's interest.

53/ Huntsville, Alabama, Hearings. Op. cit., p. 12060.

54/ Ibid., p. 12060.

RELOCATION OF FAMILIES FROM WAR SITES



A TENANT FAMILY IN THE
AREA BOUGHT TO EXPAND PINE
CAMP, NEAR WATERTOWN, N. Y.



HAZELHURST FARMS NEAR HINESVILLE, GA

PHOTOS BY FARM SECURITY ADMINISTRATION

U. S. DEPARTMENT OF AGRICULTURE

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FIGURE 4. - The State Defense Relocation Corporations assisted some families, such as the above tenant farmer, to relocate on other family-sized farms, whereas in other areas large tracts of land were bought and improved for subdivision into family-sized units.

Until the investment is liquidated, the relocation corporation dissolved, and a state of private ownership resumed, the corporation assumes all duties of landlord, forms cooperative associations, and engages in various enterprises required to afford a means of proper existence for the families involved. It seeks to reduce or to avoid secondary displacement of families in the area over which it has control by considering carefully the needs and desires of families on the land which it buys. After interview, those families found capable of fitting into the new economy devised for the lands are retained where they are. Others who may have qualifications to fit other forms of operation planned or already in effect elsewhere, are aided to find other locations. It was found, for example, that on a tract of 11,680 acres acquired for relocation in Terrell County, Ga., 43 of the 88 families living on this land probably will be kept there.

The Hinesville Relocation Corporation, in Georgia, established to assist with the relocation of about 1,500 families displaced from the Camp Stewart area, illustrates the work done in the South. This Georgia corporation acquired 34,000 acres of land in the three counties of Jeff Davis, Wheeler, and Screven. Originally this was turpentine land. The plan was to clear much of it for cotton, tobacco, and truck crops. The cropland was to be divided into small diversified farms whereas the turpentine enterprise was to be operated on a cooperative basis. Each farmer was to have a minimum of 2 brood sows, 10 milk cows, and about 100 hens. (See fig. 4.)

A total of 339,222 acres was purchased by the State relocation corporations at a cost of \$9,396,335 (table 6). All but 4,745 acres were bought before July 1, 1942. This program was first started in the three States of Alabama, Georgia, and South Carolina. Nearly all of the land acquired by the relocation corporations in these three States was bought during the fiscal year July 1, 1940, to June 30, 1941.

Annual sale of land by the State relocation corporations indicates to what extent the displaced families actually bought this land. There were several reasons for the comparatively small volume of sales:

1. Most of the land was undeveloped and needed special improvement before it was suitable for sale in family-sized farm units.
2. The restriction of the War Production Board on sale of building materials imposed subsequent to the initiation of this relocation program prevented the construction of new buildings and the establishing of new farms as originally planned. Only a few sets of farm buildings were put up.
3. As it was FSA policy to hold to a minimum the secondary displacements, the tenants on the land the FSA bought were allowed to remain so the farm units that had buildings were not sold to new buyers.

Table 6.- Purchases and sales of land by State defense relocation corporations, 1941-44

State	Land purchased		Sales -- Year beginning July 1				
	Acreage	Value	1941	1942	1943	1944	Total
	Acres	Dollars	Acres	Acres	Acres	Acres	Acres
Ala.	21,307	453,272	0	0	3,783	5,478	9,261
Ark.	19,048	303,217	0	622	630	2,030	3,282
Ga.	50,998	617,281	0	0	3,950	8,507	12,457
Ill.	13,418	687,904	0	92	185	2,799	3,076
Ind.	14,742	1,227,915	0	0	0	1,599	1,599
Iowa	10,063	992,402	0	0	0	947	947
Kans.	8,271	236,791	0	320	320	6,571	7,211
La.	12,036	147,151	0	0	4,735	0	4,735
Miss.	50,710	565,244	0	1,484	0	1,818	3,302
Mo.	57,096	1,538,363	1,605	0	0	8,114	9,719
N. Y.	11,622	343,131	0	0	670	8,369	9,039
N. C.	8,834	296,704	0	0	4,171	4,663	8,834
Ohio	15,670	1,001,163	0	0	25	1,555	1,580
S. C.	15,794	311,165	0	0	2,005	4,506	6,511
Tenn.	7,786	256,452	0	0	4,632	1,519	6,151
Tex.	13,176	199,630	0	0	0	0	0
Va.	8,651	218,550	0	0	1,382	5,661	7,043
U. S.	339,222	9,396,335	1,605	2,518	26,488	64,136	94,747

4. Relocation activities through State defense relocation corporations were stopped by an opinion rendered by the Comptroller General of the United States on March 5, 1942. He held that these activities were not within the scope of FSA appropriations. In addition, the Appropriation Act of 1943 directed FSA to stop direct loans for land purchase under the rehabilitation program except where directly specified under separate acts such as the Bankhead-Jones Act and the Wheeler-Case Act.
5. When these activities were halted, the corporations were in the midst of clearing titles and other work involved in the purchase of land. It took time to settle the legal difficulties that arose in connection with the commitments made by the corporations so a large part of the land they had bought could not be resold until 1944 and 1945. Because of lack of development funds, the land without farm improvements was sold during this later period to the highest bidder, with or without subdivision.

No further State relocation corporations were established after the Comptroller General's opinion was rendered. Congress did not appropriate funds for any additional relocation activity. This, together with increased employment opportunities and a decline in land purchases by the Army and Navy, brought the relocation activities of the FSA nearly to a close.

Extent to which Displaced Families Became Relocated

As the bulk of land-purchase activities of the War and Navy Departments took place in 1941 and early 1942, most of the displaced families who had adequate resources were not faced with a dearth of farms for sale. The long lists which were on file in the county agents' offices attest to that. Insurance and mortgage companies, Federal land banks, private banks, and individuals had taken over many farms during the rapid decline in land prices in the early 1930's. Prices for farm land rose some between 1935 and 1940 but apparently not enough to induce all unwilling owners to sell. 55/ The rapid rise in land prices which started during the latter part of 1941 brought prices above equity holdings; then many farms were offered for sale, especially farms held by estates and credit institutions.

Displaced farmers, as well as other farmers nearby, found temporary work on the huge construction jobs at the military camps and ordnance plants. Before the unemployment slack had all been taken up, it was the policy of the Government to give jobs first to displaced families. Construction crews on the major projects often included 10 to 20 thousand workers and there were not that many displaced farmers in the respective areas. It was reported in some instances that a large proportion of the farmers in a county worked at these sites. In Cleveland County, Okla., "Most of the displaced heads of families began to work on the construction of the base. During the building peak about 45 percent of the farmers of the county worked on the bases." 56/ Such work, however, was temporary and merely stayed off the final date of readjustment.

Owner-Operators

Owner-operators who had substantial equity in their farms and wanted to continue farming were best able to buy the farms offered for sale in nearby communities. But one of their problems was the lapse of time between sale of their farms and receipt of payment from the Government. Those who wished to have in hand all the money needed to buy another farm may have passed by an opportunity to get a first-choice farm or may have been forced to pay more because the prices of land were rising.

Data from Des Moines County, Iowa, illustrate the comparative advantage which owner-operators had in relocating on other farms. As of March 1, 1941, of the 53 owner-operators displaced in the Burlington Ordnance area, 68 percent bought other farms and 2.5 percent rented other farms. In contrast with this, of the 89 tenants displaced only 22.4 percent bought other farms and 20.2 percent rented other farms. Thus 70 percent of the owner-operators continued in farming as compared with only 43 percent of the larger number of tenants.

55/ For index of price of farm real estate see: Regan, M. M., Johnson, A. R., and Clarenbach, Fred. The Farm Real Estate Situation, 1943-44. U. S. Dept. Agr. Cir. 721, Jan. 1945.

56/ County Agricultural Agent Annual Report, 1942.

A survey of the former owners at the Badger Ordnance Works in Wisconsin revealed that of the 42 former owner-operators who gave information, 26 had relocated on other farms as owners, 1 was renting another farm, 10 had moved to town and obtained other work, and 5 had retired from active work. Thus, in this area where most of the farmers are owner-operators, 62 percent of them had successfully relocated on other farms. 57/

Tenant Farmers

Tenants found it difficult to relocate on other farms because they usually had to move at a time of year when few farms were for rent. Then, too, the policy of not paying for disturbance and relocation costs meant that the tenants had to use their own money to pay this unexpected cost.

In the early part of the wartime land acquisition program, an attempt was made to recognize the losses incurred by tenants because they had to move before the formal termination of the farm lease. Since there was no authorization by law to do so, the Justice Department could not recognize payment for disturbance as a normal cost of land acquisition. Accordingly, the problem became one involving only the landlord and his tenants. An attempt was made to have a landlord work out satisfactory arrangements with his tenant, and proof of such agreement made pre-requisite to final payment for the land. The landlord was to pay the tenant the agreed sum out of the proceeds of the land sale. This arrangement did not prove practicable. The only equity recognized as belonging to a tenant was his pro rata share of the value of growing crops and cost of seedbed preparation. The limited resources of most tenants together with the difficulty of finding farms for rent forced them to get other work, at least, temporarily for one crop year if not longer.

Payment for cost of relocation would appear to be warranted for farm occupants but it is most urgent for tenant families. As the value of growing crops and seedbed preparation were the only real estate equities currently recognized to be in their possession, many had to move without receiving compensation of any kind. It was a real hardship. They not only had the expense of moving but were unemployed until another farm was located or other work was found.

The Supreme Court ruling that the General Motors Corporation was entitled to compensation for costs of moving apparently sets a precedent for the development of a policy which would give equal recognition to the costs forced upon all property owners and tenants when their homes and land are acquired for public purposes. 58/

57/ Salter, L. A., Jr. Unpublished statement. Experience of Lana Sellers at Badger Ordnance Works Site at Merrimac, Wisconsin. Jan. 1944.

58/ U. S. vs. General Motors Corporation. Op. Cit.

Rising Land Prices an Obstacle

Displaced farmers with adequate finances, who bought other farms immediately, made the adjustment with least money loss. But many reports were received to the effect that, as a rule, the farmers could not buy farms of equal value with the money received from the Government. The county agent in Onslow County in North Carolina, for example, reported in 1942 that "a great number of those families who were moved out of the area taken over by the Government for the purpose of establishing the New River Marine Base are still waiting for prices of farm land to drop before purchasing a new farm."

Most of the displaced farmers who wanted to stay in farming undoubtedly wanted to relocate near their former communities. This meant a heavy local demand for farms, and sent local land prices above the general rise. From Ripley County, Ind., it was reported that "while the people were moving out of the proving grounds area the price of farms in Ripley County almost doubled." 59/ From Christian County in Kentucky, the county agent reported: "The great demand for farms at the height of the relocation activity increased the value of farm land in Christian County 25 percent." 60/

Farmers displaced because of War and Navy land purchase were not alone in protesting about the added cost of finding other farms. The Tennessee Valley Authority has a record of successfully negotiating with local people. Even so, prices paid by the TVA were sometimes considered low, as evidenced in the following: "In many cases where farmers went ahead and bought new farms, built new homes or repaired the ones already upon the farm, the one clear fact in every case is, they had to borrow or earn money in addition to their TVA payment on the old farm to do the job." 61/

Some Did, but Many Did Not, Find Other Farms

In the productive land areas a high percentage of displaced farm operators wanted to relocate on other farms. Owner-operators did so to a great extent.

In Bartholomew County, Ind., it was reported that about 70 percent of the farmers who owned land in the Camp Atterbury area proceeded to buy farms mostly in Johnson, Shelby, and Rush Counties, with some in Bartholomew and Decatur. 62/

The county agent of Saunders County, Nebr., said in his annual report for 1941: "A final survey showed that most all the farmers within the area got well relocated. A few quit farming and went into other work but not one case could be found where the family could not find another farm if they conscientiously tried."

59/ County Agricultural Agent Annual Report, 1941.

60/ County Agricultural Agent Annual Report, 1942.

61/ County Agricultural Agent Annual Report, 1942. Clay County, N. C.

62/ County Agricultural Agent Annual Report, 1942.

In Erie County, Ohio, the site of Plum Brook Ordnance, 132 families were displaced: 53 bought farms and 8 rented farms while the remaining 71 retired to town or found nonfarm work. 63/

In the less productive land areas a high percentage of both owner-operators and tenants went to defense and war jobs. In these areas it was noticeable that not only displaced farmers but others were giving up farming for more profitable work at Government installations. Many county agents reported that wages at these sites were so high as to drain off all agricultural labor. These jobs alleviated the financial burden of relocation for the duration of the war.

After the war these displaced farm families became a part of the Nation-wide reconversion problem, and had to relocate again. No surveys have been made of these families, but it is certain that many will not wish to, and others will not be able to, return to agriculture. Some undoubtedly saved some of their high wartime wages and have already bought farms or other homes near their former communities. When economic activity recedes from its present high level many of the tenants and sharecroppers who were formerly on the farms but are now employed in industry may again look for opportunities on the farms.

COMMUNITY PROBLEMS ARISING FROM ESTABLISHMENT OF MILITARY AREAS

Many community problems arose as the Government bought large areas of land. Local governmental units, especially school and road districts, were dissolved or had to combine with other districts. Partially dismembered districts that were left that way had to reduce their services to the amount that could be supported by the reduced tax revenue that would come from the shrunken tax base. On the other hand, in areas where a great many workers moved in the public services had to be expanded. There may have been some indirect offsetting benefits from the increased pay rolls but such usually were not reflected in the tax receipts of local governmental units. Such benefits were primarily to individual merchants. Increased tax receipts from such benefits were reflected primarily in State revenues and Federal income tax.

Closing of schools forced many children to attend other schools in the district or schools in other districts. Township and county roads in the large training-camp and ordnance-plant areas usually had to be closed. The most necessary roads and State highways had to be relocated. The cost of necessary road relocation was financed by the Government. Residents living on the edge of military reservations often had to travel several additional miles to reach neighbors or shopping localities on the other side of the reservation.

Outstanding road and school bonds had been issued on the basis of the entire district. After the Federal purchase, they had to be assumed by the remainder of the area. Outstanding indebtedness for roads and schools was one of the greatest obstacles to the consolidation of remnants of districts with those adjoining. Neither cared to assume those debts.

Electric power and telephone lines on the land bought by the Government usually had to be relocated. Cemeteries that were in danger of damage by exploding shells or that were in the way of construction were relocated. Both were done at Government expense.

The influx of population to work on construction or on permanent work at the Government plants and training areas created problems in housing and public-service facilities. Adequate facilities had to be provided in the newly congested areas in an effort to insure the health and well-being of the population. It was no easy task to provide adequate housing and other costly facilities for the thousands of construction workers who were to be in the community only a short time. The permanent staff of workers was not nearly so large.

Local communities sometimes tried to give direction to the mushroom building boom by enacting zoning regulations and health ordinances.

Housing Problems

During the early stages of the military expansion the influx of workers for construction took place before adequate housing was established. All available space in these communities were occupied, and in the rural areas houses, garages, basements, and barns were converted into makeshift living quarters (fig. 5).

Selected excerpts from reports will illustrate the nature of the housing problem around these new population centers.

"One of the most outstanding egg producers in Mayes County sold 500 white leghorn hens and converted his hen house into apartments with each 20 feet as an apartment. He makes more money from rent of these apartments than he did keeping poultry." 64/

"Families moved to the back of their houses and rented out bedrooms, front rooms, dining rooms and porches. Half the car garages were made into apartments and even chicken houses were furnished and rented. Trailer camps sprang up everywhere and cabins and houses were built over night." 65/

64/ County Agricultural Agent Annual Report, 1941. Mayes County, Okla.
65/ Home Demonstration Agent Annual Report, 1942. Mayes County, Okla.

HOUSING FACILITIES FOR WAR WORKERS



A MAKE-SHIFT TRAILER CAMP NEAR RADFORD, VA.



FEDERALLY SPONSORED WAR HOUSING NEAR RADFORD, VA.

PHOTOS BY FARM SECURITY ADMINISTRATION

U. S. DEPARTMENT OF AGRICULTURE

BUREAU OF AGRICULTURAL ECONOMICS

FIGURE 5. - Housing facilities were most inadequate during the period when construction activities were at a peak. Many modern housing projects were rushed to completion in order to house the permanent workers at training and industrial centers.

"The buying of the land was only the beginning. After this was completed the county was feverishly preparing to house some ten thousand construction workers and their families. This task proved far more difficult than the rehabilitating of the farmers. Nearly all farms in the county were canvassed to provide room and board for the workers. Many of the homemakers have anywhere from five to fifteen boarders who work on various shifts. Naturally this necessitates getting meals and packing lunches at all hours of the day and night." 66/

The county supervisor of the Farm Security Administration made the following comments about conditions in Pulaski County, Mo., as workers flocked to the construction work at Fort Leonard Wood:

The living conditions continue to grow more serious as tents are going up every day and the whole county is beginning to look like a circus. The difference is that instead of the signs saying "Wild Animals," the signs say, "Bunk Houses." Some of the workmen say they have not had their clothes off for a week and I personally saw one man sitting on the edge of the road changing his socks.

One house in Waynesville is rooming 53 people. There is only one outdoor toilet for this house and the water is being hauled thirty miles. There are no facilities for heating the water and no plans have been made to make any other modern facilities available.

Employment on Camp Livingston, 14 miles north of Alexandria, La., and Camp Claiborne, 15 miles south of the same city, consisted of 15 engineers and surveyors in a field party, on September 13, 1940. By October 1 construction was under way with 8,000 men at work. Employment rose steadily to a peak of 36,857 men by January 10, 1941. Of course, there was an acute housing shortage. 67/

... Trailer camps sprang up over night. Natives charged the workers exorbitant prices for room and board and when the demand for living quarters continued to increase, chicken houses and barns were hastily repaired and rented ...

A small country church ousted the church janitor, who is a Department of Public Welfare client, receiving old-age assistance, from the one room house he occupied on the church grounds and rented it to a family of five. The church grounds were then rented as trailer and tent space and a fee was charged each family for the use of the church well.

...

66/ Home Demonstration Agent Annual Report, 1942. Crawford County, Pa.
67/ National Defense Migration Hearings Before the Select Committee Investigating National Defense Migration, House of Representatives, 77th Cong., 1st sess., pursuant to H. Res. 113, Part 11, Washington Hearings, Mar. 24-26, 1941.

When the construction work began in Leesville, a number of old street cars were moved in and the seats fixed up as beds and rented for 50 cents a night.

Many old barns and even chicken houses have been quickly repaired and turned into large lodging houses. One person repaired an old barn near the camp, placed 125 beds in it, and rents each bed for one dollar a night. In some instances it has been reported that beds were rented for only 12 hours and they had to be vacated at the end of that time so new occupants could use them. 68/

Development of Public Housing Programs

The Federal Government had to develop special housing programs. They took differing forms.

The U. S. Department of Agriculture was interested in defense housing because many camps and ordnance plants were necessarily in rural areas.

It was thought that normal rural housing for the postwar period in areas with newly developed war industries could be improved if housing for war workers could be built on farms within commuting distance from the place of work, with an arrangement for a farmer to buy the house on his land at the close of the war. This idea was used in connection with the ordnance plant at Radford, Va. Selection of housing sites was based on a survey made of surrounding counties to learn the need for improved rural houses and the willingness of farmers to cooperate in the program. Under the plan, a farmer would lease a small plot of ground to the Government and at the end of the war he was to have first chance to buy the house on it. Seventy-one houses were built in this way in the Radford area, and shortly after the end of the war were sold to the farmers. Because of the tempo of the war, this was the only place where the plan was actually applied.

Surveys for similar housing programs were made in connection with the ordnance plants at Ravenna, Ohio; Childersburg, Ala.; Burlington, Iowa; Weldon Spring, Mo.; and Wilmington, Ill., but this type of housing was not built in any of these areas. It took too much time to negotiate and to make the frequent and lengthy calls demanded for each house that was to be built. Farmers seemed skeptical about the lease and legal procedures, and evidently did not feel sure of becoming the eventual owners of the houses. Such a program requires much "salesmanship" to overcome human skepticism and suspicion. The Land Use Planning Committee of Des Moines County, Iowa, listed three reasons why it did not believe the plan would be accepted by the farmers in its county. 69/

68/ National Defense Migration Hearings Before the Select Committee Investigating National Defense Migration. Op. cit., pp. 4666-67.

69/ Letter dated Mar. 20, 1941, from R. K. Bliss, Dir., Ext. Serv., Ames, Iowa, to P. V. Kepner, Agr. Ext. Serv., Wash., D. C.

1. Very few farmers would be willing to enter into an arrangement of this kind without definite assurance as to when the house would be available for farm use, and as to the terms of the transfer of the house from the Government to the private owner.
2. Housing defense-worker families in new houses in rural areas would increase the costs of rural schools; because of the low percentage of State aid in Iowa for schools this would be a serious matter.
3. Members of the Planning Committee were inclined to question the desirability of transient or semi-transient defense laborers as citizens of rural communities. They believed most farmers would object to having a house on their land that could be occupied by people over whom they had no control.

The most temporary type of defense and war housing was represented by the trailer camps established rather generally throughout the country. These were sometimes acquired by the Government and rented mainly to families of construction workers. Sometimes the Government developed the trailer site and leased the space to private owners of trailers. Non-movable temporary housing units were constructed in the vicinity of camps and ordnance plants. Some permanent and semipermanent dwellings were put up for officials and permanent workers. In many areas new residential communities were established.

A much larger proportion of the housing units constructed in rural and village areas was temporary than was true in urban areas. 70/ (Table 7.)

Loss of Tax Base by Local Governmental Units

Many local governmental units felt severe repercussions from the large purchases of land by the Government. All or part of their tax base was eliminated. When such governmental units as school districts were eliminated there was no necessity for governmental reorganization but more often only parts of local governmental units fell within the purchase areas. The remaining parts had to be fitted to the new situation. The severity of the adjustment depended upon the proportion of the district absorbed by Federal purchase. Removal of population from the purchased area did away with the need for public services there. To this extent the loss of tax base was often compensated by savings in expenditure.

A study of 43 representative War Department projects illustrates the extent to which tax revenue was lost because of the land acquisition program of World War II. 71/ These sites involved approximately 750,000 acres bought from private owners. The 326 taxing units affected were

70/ For a discussion of the war housing program, see printed report: Public Housing, The Work of the Federal Public Housing Authority, Mar. 1946.

71/ Study made in 1942 by War Department. Unpublished manuscript on file with War Department.

Table 7.- Number of dwelling units established by the Federal Government, or with Federal aid, and the cost to the Government, selected military sites in rural areas 1/

Military site	Family dwellings		Rooms in tempo-		Spaces on:	
	:		:		:	
	Permanent:	Demountable:	Temporary:	for single persons	private :	to Federal Government
	Number	Number	Number	Number	Number	Dollars
Fort Dix, N. J.	100			342		725,000
Radford & New River Ordnance, Va.	2/ 755	150		931		3,667,000
Camp A. P. Hill, Va. 3/						
Camp Pickett, Va.			50	433		387,000
Milan-Wolf Creek Ordnance, Tenn.	800	350		193		3,243,000
Camp Rucker, Ala.			240	240		767,000
Kankakee-Elwood Ordnance, Ill.		500	56	122	200	2,487,000
Badger Ordnance, Wis.			525		1,100	2,736,000
Iowa Ordnance, Iowa	575	398		400	375	4,818,000
Fort Leonard Wood, Mo.		900		821		4,213,000
Las Vegas, Nev.	125		988	112		3,423,000
Total to June 30, 1946	2,355	2,298	1,859	3,594	1,675	26,466,000
Total U. S. to end of 1944	167,899	78,417	233,702	79,717	4/	2,013,928,000

1/ Individual project data from Directory of Public Housing Projects, as of June 30, 1946, Federal Public Housing Authority, Wash., D. C.; U. S. totals from 3rd Ann. Rep., Federal Public Housing Authority, 1944.

2/ Includes 71 rural homes sold to farmers after end of war.

3/ Two sites were developed by the FSA for housing displaced farmers but no projects were constructed for housing personnel at camp.

4/ Total dwelling units for U. S. was 693,611. In addition to those in table, it includes 47,825 converted family units, 2,938 permanent, and 8,109 converted dormitory units, and 75,004 stop-gap (trailers, trailer spaces, or portable shelter) units.

distributed in 27 States; 58 counties; 66 townships; 7 cities; 157 school districts; and 11 miscellaneous taxing units.

Some of these taxing units, such as States and counties, had receipts offsetting these losses of taxes. Most States obtain little if any taxes from property whereas this is the major source of revenue for school districts. Increased building and business activity due to the military camp or ordnance plant was a source of offsetting benefits to counties and States. But townships and rural school districts where the war site was located were usually not the locale for such development. They had no way of getting more taxes from the money flowing into the communities by way of the huge Federal pay rolls.

Only 37 counties in the United States had 10 percent or more of their areas removed from the tax rolls because of these land purchase programs. Of these, 6 had 20 percent or more of their land area purchased. Without doubt, all these counties suffered a noticeable loss in property tax receipts. A far larger number, 745 counties, had less than 10 percent of their land area involved.

Smaller governmental units, like townships and school districts, were more affected than counties. Up to January 1, 1945, 1,224 separate projects of 100 or more acres in size had been established by the War and Navy Departments; 172 of these involved 5,000 acres or more. It is likely that when 5,000 acres are removed from a local tax base the school and township finances are appreciably affected. Data in table 8 illustrate the greater loss suffered by school districts and townships in their assessed valuations.

Many local districts sought to obtain compensatory payments for loss of tax base, believing that it was unjust to place the burden of debt liquidation on the remaining properties but the War and Navy Departments had no authority to make these payments. These Departments could replace facilities by relocating roads, sidewalks, and power lines if they were needed, but they had no authority to liquidate bonded indebtedness. Bonds are not encumbrances nor liens on specific properties. Accordingly, they must be retired by general taxation. As they are not liens, the vendors were under no obligation to pay them off, nor were the War and Navy Departments legally authorized to require their satisfaction. Assessments levied against specific properties were a responsibility of the property owner, and had to be liquidated in the process of purchase by the Government. Current and all delinquent taxes had to be paid by the vendor before the Government bought.

Repeated attempts were made to pass legislation during the course of the war which would permit the Federal Government to make payments in lieu of taxes to the taxing units in which land had been purchased for military purposes by the Federal Government.

Table 8.- Loss in assessed valuation in counties, townships,
and school districts due to land purchase
by War Department, selected projects 1/

Item	Counties	Townships	School districts
	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>
<u>16 Forts and Camps</u>			
Assessed valuation			
Tax unit	460,113,482	81,958,011	28,406,979
Projects	4,416,887	2,708,752	3,744,749
	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>
Ratio of assessed valuation in :			
project to total in tax unit::			
16 projects	1.0	3.3	13.2
Highest	21.6	87.5	100.0
Second highest	7.9	42.4	86.1
Third highest	2.8	26.7	73.9
Fourth highest	2.5	24.8	71.8
<u>15 Ordnance Plants</u>	<u>Dollars</u>	<u>Dollars</u>	<u>Dollars</u>
Assessed valuation			
Tax unit	1,170,766,754	48,491,144	25,502,418
Projects	7,022,433	4,969,345	4,744,357
	<u>Percent</u>	<u>Percent</u>	<u>Percent</u>
Ratio of assessed valuation in :			
project to total in tax unit::			
15 projects	0.6	10.2	18.6
Highest	17.6	69.8	100.0
Second highest	8.3	54.1	95.2
Third highest	4.0	40.4	90.8
Fourth highest	3.0	34.5	89.0

1/ Unpublished manuscript prepared by Corps of Engineers, War Department, Nov. 1942.

Acts now provide for the sharing of revenues such as sale of forest products by the Forest Service 72/, and the sharing of receipts collected by the Soil Conservation Service on submarginal land projects 73/, and for direct payment in lieu of taxes as is done by the Farm Security Administration (now Farmers' Home Administration) 74/ and by the Federal Public Housing Administration on public housing projects. 75/

The Federal Real Estate Board studied the problem of Federal contribution to States and local governmental units in lieu of taxes because of inequities that experience had revealed and the apparent need for bringing about greater uniformity in contributions made on Federal lands in the same general type of use. 76/ It recommended that the Federal Government "retain its long-established legal exemption from the jurisdiction of State and local tax authorities." Among the specific measures recommended, the following deals specifically with military lands:

As a temporary measure, the War Department, the Navy Department, Maritime Commission, and War Shipping Administration should be authorized to make contributions, by agreement with the taxing jurisdictions affected, with respect to real property acquired since the declaration of the present emergency on September 3, 1939, on the basis discussed in further detail in the report. No need appears to exist for contributions with respect to real estate acquired prior to that date, and continuation is recommended of the policy of making no payments with respect to these properties. 77/

No action was taken by the Congress with respect to the bills introduced for authorizing payments in lieu of taxes for military land nor on the recommendations of the Federal Real Estate Board. But much Federal aid for the construction of municipal facilities and the maintenance of services was given under the authority of the Lanham Act 78/

72/ 35 Stat. 260, May 28, 1908; 36 Stat. 963, Mar. 1, 1911; 38 Stat. 441, June 30, 1914; 16 U. S. C. 500.

73/ 50 Stat. 526, July 22, 1937; 7 U. S. C. 1012.

74/ Bankhead-Black Act, 49 Stat. 2036, June 29, 1936; 7 U. S. C. 1012.

75/ 50 Stat. 895, Sept. 1, 1937; 42 U. S. C. 1413. A more complete list of authorizations for sharing receipts or for making payments in lieu of taxes are found on pages 39 to 41 of House Document No. 216, cited in footnote 76.

76/ Federal Contribution to States and Local Governmental Units With Respect to Federally Owned Real Estate. H. Doc. No. 216, 78th Cong., 1st sess., June 1943.

77/ H. Doc. No. 216. Op. cit., item 3, page 2.

78/ 54 Stat. 1125, Oct. 14, 1940; 42 U. S. C. 1521 et seq.

to those communities that had new wartime concentrations of population, as will be shown later. Real property belonging to the Reconstruction Finance Corporation or any corporation created by the RFC was subject to State and local taxation to the same extent according to its value as other real property is taxed. 79/

Extent of Federal Financial Assistance to Taxing Units

Through June 30, 1946, under authority of the Lanham Act, the Federal Works Agency had allotted \$481,216,691 for aid to taxing units for construction of facilities and for public services (table 9). Of the \$359,605,457 spent for public works, only \$8,275,474 was in the form of loans, while \$180,059,526 was for Federal construction and \$171,270,457 for Federal grants for non-Federal construction. Federal allotments for war public services was primarily in the form of assistance in paying teachers, operating day nurseries, buying fire equipment, and hiring additional policemen and employing personnel to operate recreational centers (fig. 6).

Most of such Federal assistance went to urban areas and particularly those along the Coasts with their huge new populations working at ship-building and training centers, but a sizable proportion went to rural taxing units -- those in the vicinity of military training areas or ordnance plants (table 10).

The Federal Government gave substantial assistance in conjunction with the housing program to local taxing units for schools, hospitals, and public-service facilities. The amount so allotted in many instances greatly exceeded the revenue that had been lost, but local communities could not have financed these facilities. It was a war need, chargeable to the war, and in most instances was definitely temporary in nature.

The percentage distribution of the funds between schools, hospitals, and other major uses for selected sites (shown in table 9) was about the same as the average for the Nation.

Distribution of Federal aid was in direct relation to the need for new schools, hospitals, and other types of public facilities and services occasioned by the influx of war workers. It had little if any relation to loss of tax base. As an example, in the Fort Leonard Wood area, Pulaski County, where most of the land was purchased, received only \$14,040 for school operation whereas more than \$400,000 was given for school enlargement and operation to the neighboring villages of Lebanon, Rolla, Waynesville, and Richland, which were within commuting distance of the Fort. The communities receiving such aid for the construction of schools, hospitals, water facilities, and sewage-disposal facilities may be able to benefit after the war if the population warrants the retention of these facilities, but many of the facilities will not be needed if the military establishment should be abandoned.

Table 9.- Number of allotted projects, estimated total cost, and Federal allotments by type of project and program through June 30, 1946 1/

Item	Total			War public works			War public services		
	Estimated	Federal	Projects	Estimated	Federal	Projects	Estimated	Federal	Projects
	Dollars	Dollars	Number	Dollars	Dollars	Number	Dollars	Dollars	Number
Schools	373,066,258	125,657,878	1,149	98,887,701	81,286,667	1,877	274,178,557	44,371,211	
Child care	79,258,082	54,124,467	90	3,080,340	2,992,595	328	76,177,742	51,131,872	
Hospitals	146,502,719	110,118,033	874	120,987,093	99,813,891	99	25,515,626	16,304,142	
Water	459	103,934,841	459	79,263,694	79,263,694	0	0	0	
Sewer	446	65,809,678	446	65,509,678	59,914,413	0	0	0	
Recreation	999	44,635,883	38,207,710	31,947,458	30,819,742	273	12,788,426	7,387,968	
Fire and police	208	9,480,421	4,549,700	3,640,031	2,880,335	48	5,840,390	1,665,365	
Streets and highways	86	6,156,256	4,764,034	6,156,256	4,764,034	0	0	0	
Other	130	25,536,903	10,616,762	22,499,359	9,870,086	53	3,037,544	746,676	
Total	7,245	854,081,041	481,216,691	4,067	456,542,757	359,605,457	3,178	397,538,284	121,611,234

1/ WS-2, Statistical Rep., p. 2, Federal Works Agency, Bureau of Community Facilities, War Public Works and Services, June 30, 1946.

Table 10.- Extent of Federal financial aid to local taxing units with wartime concentration of population, by types of projects, selected sites in rural areas, through June 30, 1946 1/

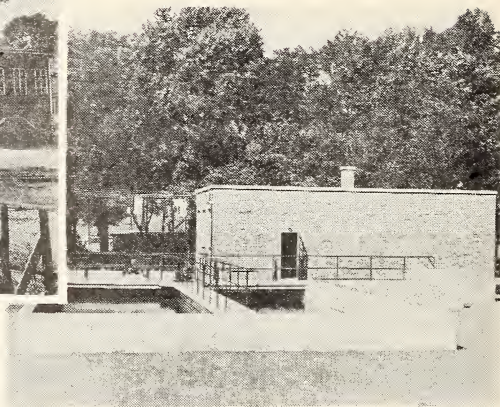
Military site	Schools			Hospitals			Health centers			Water supply			Sewage disposal			Recreation			Other			Total		
	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number
	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number	Dollars	Percent	Number
Fort Dix, N. J.	22,286		0	0		0	0		0	0		0	100,229		248,623	0		0	371,138		0	371,138		0
Radford and New River Ordnance, Va.	45,883		326,099	0		0	0		0	317,377		205,503	213,614		21,135	1,129,611		0	1,129,611		0	1,129,611		0
Camp A. P. Hall, Va.	0		0	0		0	0		0	2,794		108,761	0		111,555	0		0	111,555		0	111,555		0
Camp Pickett, Va.	0		0	0		0	18,605		14,279	42,276		162,558	0		237,718	0		0	237,718		0	237,718		0
Milan-Wolf Creek Ordnance, Tenn.	296,472		394,330	0		0	2,629		207,707	0		143,912	0		33,215	934,353		0	934,353		0	934,353		0
Camp Rucker, Ala.	263,341		0	0		0	45,230		64,433	0		0	0		25,845	478,528		0	478,528		0	478,528		0
Kankakee-Elwood Ordnance, Ill.	152,288		133,056	0		0	0		0	5,826		136,250	0		34,575	251,296		0	251,296		0	251,296		0
Badger Ordnance, Wis.	345,847		122,464	0		0	41,700		0	0		0	0		620,979	620,979		0	620,979		0	620,979		0
Iowa Ordnance, Iowa	124,905		382,409	73,357		277,454	604,494		593,545	25,602		2,376,142	47,211		1,650,089	8,485,579		0	8,485,579		0	8,485,579		0
Fort Leonard Wood, Mo.	418,281		436,338	33,081		0	823,345		1,524,050	345,363		8,485,579	17,9		4.1	100.0		0	100.0		0	100.0		0
Las Vegas, Nev.	275,674		1,944,977	1,796,696		211,973	676,172		1,986,348	1,524,050		345,363	8,485,579		0	8,485,579		0	8,485,579		0	8,485,579		0
Total 11 sites	1,944,977		1,796,696	211,973		21.2	2.5		8.0	23.4		17.9	4.1		100.0			0	100.0		0	100.0		0
Ratio of each type of aid to total	22.9		21.2	2.5		8.0	23.4		17.9	4.1		100.0			0	100.0		0	100.0		0	100.0		0

1/ Unpublished tabulations of Federal Works Agency, Bureau of Community Facilities, War Public Services, June 30, 1946.

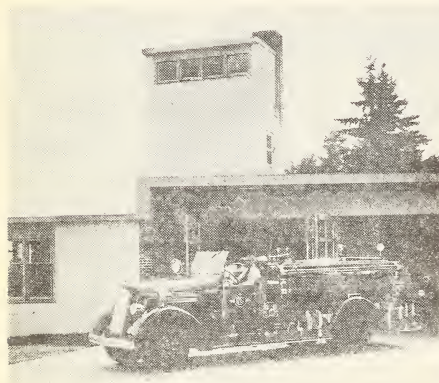
FEDERAL AID FOR PUBLIC SERVICE FACILITIES



ONE OF OAK RIDGE'S
TEN ELEMENTARY SCHOOLS



SEDIMENTATION AND
PRECIPITATION PLANT
BUILT AT NEWTON FALLS,
TRUMBULL COUNTY, OHIO



CHARLESTON FIRE STATION NEAR
LARGE HOUSING PROJECT
IN BREMERTON, WASHINGTON



MEMORIAL HOSPITAL
NEAR ANNISTON, ALABAMA

PHOTOS BY FEDERAL WORKS AGENCY

U. S. DEPARTMENT OF AGRICULTURE

BUREAU OF AGRICULTURAL ECONOMICS

FIGURE 6. - These and similar projects, made necessary because of the war-time concentrations of population throughout the United States, were constructed with the aid of Federal funds provided under authority of the Lanham Act.

Passage of Local Zoning Ordinances

Communities which had had no need for zoning regulations to control the location of types of establishments suddenly faced this need when thousands of transient workers descended upon them. Well-kept attractive areas were in danger of having unsightly and undesirable buildings and commercial establishments scattered over them, if no steps were taken to direct their location. More was at stake than the loss in property values. Concentration of workers and their families in areas without adequate water and sewage disposal could soon become a general menace. The established residents of the community were also concerned about the moral well-being of their young people.

Activities leading to the passage of a zoning ordinance in the Keystone Ordnance area near Meadville, Pa., is described in an article by Larry Diehl. ^{80/} First plans called for zoning the entire county, but highway property owners in other parts of the county objected. The final ordinance applied only to 15 townships in the vicinity of the TNT plant area. Four types of districts were provided for in the ordinance: rural, residence, business, and industrial. The ordinance had the usual regulation for control of set-back lines, control over location of stationary signs and billboards, and the uses permitted in the different types of districts. There was a provision directed specifically at the problem of housing transient workers -- a clause allowing trailer camps, tourist camps, tent camps, summer camps, and summer-cottage developments in the rural, business, and industrial zones only if certain conditions were met. The camp plan had to be approved by the zoning officer; the sanitary facilities, including the source of water supply, had to be approved by the State Department of Health, and only business that was incidental to the operation of the camp could be conducted. The permit could be revoked for failure to maintain acceptable standards of sanitation for drainage, sewage and water disposal, and a safe water supply.

The county agent in Johnson County, Ind., reported that a county planning committee was appointed by the county commissioners to draw up a building and zoning ordinance. The ordinance, designed to give guidance to land use and occupancy in the vicinity of Camp Atterbury, was approved by the county commissioners. ^{81/}

Undoubtedly many communities passed ordinances to cope with the problems caused by new population concentrations. It is likely that many more would have taken public action had there not been a Federal housing program and a Federal program that helped in the expansion of community facilities designed specifically to meet these temporary needs.

In some States, the State Health Departments sent technicians into the areas selected for military projects to help local people with health and sanitation problems. They assisted the local governmental units in passing ordinances and regulations for the control of trailers and in passing sanitation measures required for emergency housing.

^{80/} Diehl, Larry F. Ordnance Causes Ordinance in Crawford County, Pennsylvania. Journal of Land and Public Utility Economics, Vol. XVIII, No. 3, Aug. 1942.

^{81/} County Agricultural Agent Annual Report, 1942, Johnson County, Ind.

More adequate supplies for private building would have made it necessary for each community to integrate the building locations of the many private operators. Building under priority reduced competition and the number of builders and Federal aid made it necessary for Government officials to assist in the location of building sites and the development of water and sewage-disposal facilities. This action undoubtedly served the same purpose and reduced the need for local zoning ordinances. Local governmental units centered their attention on such problems as morale and police protection.

USE OF MILITARY LAND FOR AGRICULTURAL PRODUCTION 82/

Use of War Department land for agricultural production was initiated on a small scale in 1943. In 1944, 377,579 acres were leased out to farmers but in 1946 reached 1,146,993 acres, pending decision by the War Department as to future land requirements (table 11).

Table 11.- Acreage leased and rentals obtained on War Department land outleased for agricultural production, 1944-46 1/

Item	Unit	1944	1945	1946
Projects	Number	149	201	251
Lessees	Do.	992	1,038	1,250
Acreage outleased	Acres	377,579	895,504	1,145,993
Rental obtained	Dollars	717,944	894,988	1,240,268

1/ Data summarized from individual leases in War Department files.

The speed of the war program during 1942 and 1943 gave little time for reflection so there was no preconceived program with respect to the multiple use of military land — use for both agricultural and military purposes. During 1940 and 1941, when much of the land was acquired, the Nation was just coming out of a period of agricultural surpluses so there was little general concern when Government purchase of land cut into the agricultural resource base of the Nation.

82/ This chapter of the report deals entirely with War Department land. The Navy Department had no formalized program for outleasing land to farmers. The generally low agricultural value of Navy Department land and the smaller acreage under its jurisdiction may explain why such policies were not developed. Commanding officers at some Naval projects allowed farmers to use certain lands but these arrangements were entirely local matters.

Origin of Agricultural Leasing Program

Three factors were mainly responsible for use of military land for agricultural purposes.

1. A great drive was put on by the United States Department of Agriculture during the war to obtain maximum production from farms in the United States. Farmers in the vicinity of ordnance plants and other projects with vacant crop and pasture land saw a chance to increase production for the Nation and increase income for themselves if they could lease some of this idle land. Letters came from several directions to the Secretary of Agriculture and others, calling attention to this possibility.

2. Notably in the small-grain sections of the Midwest and in some other areas, vacant tracts in the military sites caused an increase in weed infestation. Such weeds as sow thistle and Canada thistle, if left uncut, spread their seed over the countryside. Quack grass and other root-spreading weeds, which were kept under control when the land was in normal use, became matted into a solid cover when the land lay idle, so that the land was deteriorating in value while in Government ownership. On sites in fruit areas, too, as the Lake Ontario Ordnance in New York State -- neglect of the orchards on Government land meant that they became breeding grounds for insects that would spread to nearby orchards. Farmers saw these problems and began writing to officials of the Departments of Agriculture, War, and Navy, urging that the vacant land be put into crop production to control the problems.

3. It was necessary that the Government maintain the appearance and safety of the grounds. As ripened weeds and brush, if left uncut, became a fire hazard throughout the winter, the commanding officers had to have a maintenance crew at least for the clean-up period in the fall. When the suggestion was made that some of the vacant land be leased to farmers for crops, several of the commanding officers saw it as a chance to simplify the task of ground maintenance and prevention of fire.

Action Started in 1943

An organized program for leasing military lands for agricultural production, when this could be done without interfering with their prime purpose, did not get beyond the discussion stage during 1942. It was suggested early in that year, but objection was raised on the basis of danger of sabotage. Also, large areas were still being bought, and discussion of possible leasing delayed the purchase program because, as stated by one correspondent: "Farmers are beginning to inquire why they can't live on their farms and continue to work them while they are in the buffer strip and are now making all types of counter proposals to the War Department." 83/

83/ Letter of April 2, 1942, from J. H. McCormick, of the Agricultural Adjustment Agency, to G. E. Farrell, Bur. Agr. Econ., U. S. Dept. Agr.

In December, the Department of Agriculture again brought to the attention of the War Department the food production possibilities on military land and urged that all suitable land be made available for this wherever such use would not interfere with the war effort. 84/ A memorandum such as the one below (dated January 18, 1943, to the Division Engineer, War Department, Great Lakes Division) sent to all nine Division Engineers, illustrates the situation and the steps taken to formulate a program:

1. In the prosecution of military construction projects it has been necessary in some instances to acquire lands which may be utilized for agricultural purposes without interfering with the military need for these lands. For example, large safety areas or buffer strips surrounding munitions plants, although required for safety purposes, may, without interfering with this prime purpose, be placed in a productive status. Sometimes lands which were acquired in order to avoid excessive severance damages may also be available for agricultural purposes.

2. It has been determined that where practicable it is desired to utilize for agricultural purposes safety areas surrounding manufacturing plants and other lands acquired by the War Department in all cases where the agricultural use of the land will not interfere with its military use.

3. It is intended to engage in a leasing program under existing authority of the Secretary of War to lease lands under his control. This program contemplates that land will be leased to United States citizens only, preferably residents of the community, and that preference will be given to former owners of the land involved. Lessees should be farmers having sufficient equipment, labor and resources to properly conduct their farming operations without financial assistance. Land will be leased after advertising, where practicable, for cash rent, payable in advance, and for a term of not exceeding one crop year. No subleasing shall be permitted. In most, if not all, cases it will not be feasible to permit lessors or their workers to live on the premises or to erect any structures thereon.

4. It is requested that a study be made of each military project within the boundaries of your Division to determine the areas available for this purpose.

The agricultural leasing program finally got under way but in many instances the survey and planning work was too late for the 1943 crop season. The idea was new to many of the commanding officers and

84/ Letter of Dec. 18, 1942, from G. E. Farrell, Dept. of Agr., to Col. J. J. O'Brien, Chief, Real Estate Branch, War Dept.

they were likely at first to report that no land was available for leasing. Many believed that the presence of farmers in the open areas would hinder the operation of the plant and be a danger to the farmers themselves.

The commanding officer at each project had final authority as to whether portions of the area should be leased to farmers. After a commanding officer approved the action, the Real Estate Branch located at each of the nine regional centers administered the leasing program.

The program was successful enough at many projects in 1943 to increase the efforts to lease more land for farm production in 1944. Both large and small acreages at additional installations were declared available for leasing and more acreages became available at sites where the program had been started. For example, wide bands of land next to the inner fence at both the Nebraska Ordnance Plant near Wahoo, Nebr., and the Gopher Ordnance Plant south of St. Paul, Minn., which had been maintained by the plant contractor in 1943, were leased to farmers in 1944. In some areas, as at the Scioto Ordnance Plant in Ohio and the Elwood-Kankakee Ordnance Works in Illinois, farmers were allowed to come within the inner fence to operate open spaces between buildings.

Land in the safety strips around ordnance works was the chief source of acreage for agricultural leasing. At most other sites — as at camps, airfields, and proving grounds — only minor acreages in scattered locations or corners of the projects could be leased. Of the approximately 378,000 acres leased to farmers in 1944, about two-thirds were in ordnance sites. More than 20 percent of the land in ordnance sites was leased for agricultural production in 1944, attesting to the extensive safety areas around these installations. Even more land could have been farmed if all commanding officers at ordnance installations had been as sympathetic to the program as were those at the Kankakee-Elwood Ordnance Works in Ill.; Wabash River Ordnance Works at Dana, Ind.; Scioto Ordnance Works near Marion, Ohio; Gopher Ordnance Works near St. Paul, Minn.; Nebraska Ordnance Works near Wahoo, Nebr.; and other projects scattered throughout the country. But on many ordnance sites with productive land, only negligible acreages were leased for farming.

Acreages leased to farmers consisted primarily of the land purchased from private owners during World War II. Exceptions were found at Camp Beale and Hunter-Liggett Reservations in California; Toccole Ordnance Works in Utah; and Fort Huachuca in Arizona; here areas Federally owned before the war were included with those leased to nearby ranchers and farmers. Most of the public lands made available to the War and Navy Departments by other Federal agencies had one of three possibilities in regard to agricultural use: (1) grazing rights and use of the land for grazing may have been terminated through outright purchase, cancellation, or a lease and suspension agreement; (2) use of the area for grazing may have continued as before under a concurrent-use arrangement if this was not inimical to

the needs of the War and Navy Departments; (3) if policing of the area was difficult and the presence of livestock was not an impediment to the military training program, much of the area may have remained in use under trespass even though certain grazing rights had been liquidated or temporarily suspended.

Geographical Extent of Agricultural Leasing

The War Department's agricultural leasing program was carried out in 36 States in 1944, in 40 States in 1945, and in 42 States in 1946. In some of the States only small acreages were leased for farming. Cessation of leasing after 1943 on several projects was due to their surplus status; later they were transferred to other public uses or returned to private ownership. (See table 25, p. 115, Appendix.)

About 17 percent of the acreage leased to farmers and 67 percent of the rentals, in 1946, were in the North Central States of Illinois, Indiana, Iowa, Kansas, Kentucky, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin. Illinois ranked first in rentals paid -- \$338,088 for 50,810 acres.

California, with 222,349 acres and a rental of \$130,648, and Oregon, with 95,297 acres and a rental of \$29,554, were two States in the West that had large areas of military land leased for agricultural use. Most of the acreage leased in California was accounted for by two projects -- Hunter-Liggett Military Reservation, with 118,326 acres and a rental of \$74,598, and Camp Beale, with 74,085 acres and a rental of \$39,437. The leased land in these two projects was used for grazing. Most of the other sites in California involved relatively small acreages of crop or fruit land which commanded high acreage rentals. Camp Adair in Oregon accounted for 50,030 acres and \$15,820 rental.

Most of the land leased by producers in the Intermountain States and the semiarid parts of the Great Plains States was used for grazing. With the exception of South Dakota, the acreage leased in this region by the War Department was not large because most of the land taken over for military use had prior agricultural use arrangements which as a rule continued in force. If grazing were permitted by the War Department, the permits which the ranchers had with the Grazing Service or the Forest Service remained in force. The Rapid City Aerial Gunnery Range accounted for 342,680 acres of the War Department land which was used for agriculture in South Dakota. As explained below, the administration of agricultural use on this project was transferred to the Office of Indian Affairs.

Only a small part of the land bought in the South by the War and Navy Departments was outleased for agricultural use. This was due in part to the low quality of much of the land, lack of demand by farmers, and the predominance of types of projects on which it was not feasible to outlease any of the land.

The land acquisition program was limited in the Northeastern States, both as to purchased land and land transferred from other Federal agencies. The volume of outleased acreage was also small but a large proportion of the land in such projects as Lake Ontario Ordnance Works near Niagara Falls, N. Y., and Keystone Ordnance Works in western Pennsylvania, was made available.

Administration of Leasing Program

Leasing of land to farmers on an extensive scale was a new responsibility for the War Department. The Secretary of War, in the act of July 28, 1892 (27 Stat. 321), was given authority to lease, for a period not exceeding 5 years, such property of the United States under his control as might not for the time be required for public use. 85/

The season when the limited land became available in 1943 was so late that there was little time for program development. There was no time for rational planning of crop rotations, determining of rental rates, platting of lease tracts, and preparing the most satisfactory lease form. Lease tracts as a rule were laid out in accordance with former property boundaries. A lease form already in use for leasing non-agricultural land was adapted to the new purpose with no provision as to methods of managing the land except that "the lessee shall use said property for agricultural or grazing purposes and shall plant, cultivate, and harvest such crops on said property as are in accordance with approved practices of good husbandry."

The original leases were made to terminate at the end of 1 year in most of the areas. This gave War Department personnel time to observe the operation of the program and a chance to make modifications for later years. But at several sites the original leases were made for a 5-year term, leaving no opportunity for modifying the lease in instances where improper land management was observed.

Lease Form

The basic provisions of the lease used in outleasing agricultural land called for cash rental, revocation at will by the Secretary of War on 30 days notice if needed for war purposes, compensation to lessee in the event of revocation, and the right of the commanding officer or other competent military officer to enter leased premises at any time.

Leasing Procedure

Improvements were made in later years as the program expanded and experience was gained. The procedure and general rules as set forth in the current Real Estate Manual are here reproduced to illustrate the degree to which the agricultural leasing program has been developed.

85/ Exclusive of mineral and phosphate lands.

After necessary approval has been obtained, leases shall be entered into in accordance with the following general rules:

- (1) In the development of the leasing program for large areas, the Division Engineer may obtain necessary information and advice from local representatives of agricultural agencies. These offices will generally have data pertaining to:
 - (a) Soil surveys.
 - (b) Studies of crop rotation requirements for the maximum preservation of soil fertility in the locality.
 - (c) Cover crops adapted to the prevention of soil erosion.
- (2) Crop Rotation: In the leasing of large areas of farm lands, a crop rotation system should be adopted, the plowing of certain grass land and permanent pastures should be avoided, and other special farming practices followed. The Division Engineer should provide for crop rotation by the inclusion of suitable provisions in the lease; provided, however, that the adoption of such a plan does not entail extensive supervisory or administrative expenses. Provisions for the adopted plan may be accomplished by adding the following paragraph at the end of the lease form (ENG Form 286; RE 1108.08):
 - (a) That the lessee agrees to conduct all farming operations under this lease in accordance with the crop-rotation plan attached hereto and made a part hereof, provided, however, that the crop-rotation plan may be modified by the Division Engineer upon application of the lessee, in the event of crop failure, unreasonable crop years, or other unusual circumstances warranting such modifications.

A suggested form of Statement of Crop Rotation, ENG Form 1365, is attached to the invitation to bid, which should include a statement to the effect that a crop rotation plan for certain of the rental units has been adopted and is available for inspection by prospective bidders.
- (3) The area available for agricultural or grazing use shall be subdivided into tracts of such size as are deemed most suitable for leasing in the locality.

- (4) Leases will be entered into with United States citizens only.
- (5) Lessees shall preferably be farmers with sufficient equipment, labor, and resources to cultivate properly the acreage leased.
- (6) Consistent with the prompt utilization of real property, Division Engineers shall make every reasonable effort to afford former owners (i. e., the owner from whom the Government acquired the property) first opportunity to acquire such leases at a fair market value to the extent set forth in RE 1103.05. Such leases will be negotiated prior to advertising for bids as required in (9) below.
- (7) Careful consideration should be given to the term of the leases. If it shall be deemed more advantageous to the United States, leases may be entered into for longer periods than one crop year but not exceeding five years. Prior to the expiration of existing leases, the Division Engineer shall, without further approval of the Chief of Engineers, readvertise the areas for future leasing, provided that the approval of the local military authorities is obtained for the continuation of the existing leasing program. In the discretion of the Division Engineer, existing leases with satisfactory lessees may be extended without advertising for additional periods on the same terms and conditions, or with such changes as may be desirable to implement the above policies, provided that rentals are in accordance with prevailing cash rental prices at the time for comparable land in the locality.
- (8) Land shall be leased either with or without existing buildings or other improvements thereon, depending upon the local requirements and subject to the approval of the Commanding Officer of the local military project.
- (9) Except as provided in (6) above, leases shall be granted after advertising when practicable. Advertisement shall consist of the circulation of notices among former owners of the land involved, owners of adjacent lands, and others known to be interested, and by the posting of notices in public places. The notice shall call for the submission of sealed bids at a specified time and place, substantially in accordance with ENG Form 357 (RE 1108.09), "Invitation for Bids". After such advertisement, leases may be negotiated by obtaining two or more informal quotations for all lands for which no bids or unsatisfactory bids were received in response to the advertisement. In the event time does not

permit advertising, leases may be entered into after requesting two or more informal quotations, but it is desired that in all possible cases, the leasing program be initiated through advertisement. A copy of the notice calling for the submission of sealed bids shall be forwarded to the Chief of Engineers, at the time it is distributed to interested parties.

- (10) Rental prices shall be substantially in accordance with the prevailing cash rental prices at the time for comparable land in the locality. Land shall be rented for cash rent only, payable in advance as specified in the "Invitation for Bids."
- (11) The cost of fences and access roads, and other necessary expenses incurred, shall be borne by the lessee.

Crop Rotation

Provision for crop rotation was found necessary in some areas to prevent the continuance of a one-crop system of land use and a resultant exploitation of Government land. In some places, where no specific restrictions were included in the lease, the lessees plowed up long-established sod on land that was too steep for cultivation and it was found that waterways, established in former years and paid for through the conservation program of the Agricultural Adjustment Agency, were being plowed up.

At some projects, as the Nebraska Ordnance, a crop rotation was not provided but erosion hazards were prevented by including a statement in the lease as to which hay and grass land should not be plowed.

The crop-rotation problem was handled differently in the different division offices. The Chicago office believed it impracticable to make a good crop-rotation plan the first lease year. In most instances the land had been idle for 2, 3, or even 4 years and was heavily infested with weeds. Besides, it was believed that planning a specific rotation to be incorporated in the lease without consulting the tenant would not be satisfactory. This difficulty did not hold true the second year, as leases were renewed with the same lessee, through negotiation. First offering of land for lease, however, had to be by sealed bid, and the land had to go to the highest bidder. It was believed most feasible to advertise for bids for a 1-year lease with no restrictions. Before the end of the first year the Government representative would find out whether the lessee wished to lease the land again; if he did and his operations so far had been satisfactory, they would negotiate the new rental term and the crop rotation.

In the office at Columbus, Ohio, early consideration was given to the need for safeguarding and maintaining the productivity of the soil.

A crop-rotation plan was worked out from the first lease year. It was found that this did not deter farmers from bidding for the tracts except where the land was of doubtful productivity. Immediate inclusion of a crop-rotation plan was facilitated by the fact that the formal sealed-bid system of letting leases was not used or was modified somewhat by the Columbus office. Bids were made personally. Because of the personal contacts it was possible to negotiate a land-management plan at once and local farmers obtained a larger portion of the leases than was usual elsewhere. Average farmers, among them many former owners, hesitated to submit sealed bids and they often felt they were entitled to bargain rates anyway. Thus they lost out to those more familiar with formal business ways.

Subdivision of Lease Tracts

In most projects the tracts to be outleased were of a type of land and a size that would permit local farmers to integrate their use with the home farm. Very occasionally were the former buildings remaining so that one of the former farms could be leased as a unit. Some of the few exceptions were found at the Sangamon Ordnance Works near Springfield, Ill., and the Wabash River Ordnance Works near Terre Haute, Ind. Most of the leased land at ordnance sites was cropland; nearby farmers rented 40-, 80-, or 100-acre fields that could be worked with their own farm equipment and labor. Small acreages of pasture land on such tracts were generally left unused unless they were suitable for hay. In parts of several of the sites where the land was unsuited to tillage, it was advertised for pasture land. Usually a larger livestock producer or feeder leased it or enterprising individuals would lease considerable pasture acreage and take in neighboring livestock on a unit rental basis. This was done at the Gopher Ordnance Works in Minnesota.

It was not feasible to subdivide the lease tracts into what would make a complete economic farm unit. Local farmers wanted primarily to get additional cropland that could be worked without upsetting the plans for the home place. The land to be leased at the Wolf Creek-Milan Ordnance Works in Tennessee was laid out on the basis of adequate-sized farm units with a combination of pasture and cropland but only a few bids came from local farmers because the tracts were larger than they could feasibly combine with their other work. These local farmers had neither the labor nor the equipment to work so much additional land. As a result, a single large operator obtained most of the tracts.

Some one individual was frequently the successful bidder on many of the tracts leased at the different sites even though the land were subdivided to give a chance to nearby farmers. Local farmers may have been mostly to blame for this, as they were often reluctant to bid a reasonable price. A desirable policy might have been to limit the number of tracts that any one individual could lease. Large operators usually entered these operations on a speculative and temporary basis and would go all-out

for a one-crop system of farming. Partnerships were sometimes formed in which one partner would furnish the equipment and pay the rent and the younger partner would carry out the physical part.

Rental Rates

Rental was for cash only. Other types of arrangement might have required the Government to have a large management staff to supervise land operation and to divide and dispose of crops. If the lessee was required to follow certain practices, as seeding grasses or applying lime, the cash rental reflected these costs. Compensating the lessee for this after performance was not authorized. Such an arrangement might have been desirable, however, and might have insured better land management.

Rental rates were low compared with prevailing rents in the community for the sites where the land was of only fair productivity and where individuals in the community were not aggressively seeking more land. In the good land areas where the acreages to be leased were highly productive and farming was carried out by modern mechanical means, competitive bidding was strong and the rental rates were as high or higher than normal.

Lack of fences was a deterrent in leasing pasture lands or in obtaining normal rental rates for such land. The War Department did not authorize construction of fences; the lessee was required to make whatever outlay was necessary. As the lease might be revoked for military reasons, the bids on pasture land reflected the amortization of the cost of building fences over a period of 1 year rather than over the normal lifetime of the fence.

Management Arrangements with Other Agencies

The War Department in some cases has given responsibility of land management to the Federal agency which has a land-management program on similar land nearby. Under such arrangements the War Department reserves the right to take over use of the area at any time it may become necessary. Supervision over use of the land, collection of rents, preparation of leases or permits, and similar matters are the responsibility of the agency to which the War Department has given the job of land management.

Such arrangements so far have been worked out primarily for projects located in grazing areas. Examples are the Rapid City Aerial Gunnery Range in South Dakota, Lovell National Guard Target Range in Wyoming, and the Tooele Ordnance Depot in Utah.

The Rapid City Aerial Gunnery Range is a 342,680-acre site within the exterior boundaries of the Pine Ridge Indian Reservation. Before the war the ownership of the area that was later taken over by the

War Department was distributed as follows: Indian tribal lands, 93,430 acres; deeded land owned by non-Indian individuals, 48,870 acres; Indian allotted lands, 193,600 acres; and Federally owned National Park Service lands, 6,780 acres. The War Department, in 1942, purchased in fee the deeded and allotted land, leased the tribal land, and obtained use of the National Park Service land already Federally owned. Before acquisition, 125 Indian families and about 40 other families lived in the area.

Arrangements were made, in 1945, through which the Pine Ridge Indian Agency was temporarily delegated the authority to administer the land in this aerial gunnery range for the benefit of the Indians.

Similar arrangements were made that year whereby the use of grazing land in the Lovell National Guard Target Range Military Reservation was placed under the direction of the Grazing Service (now Bureau of Land Management) of the Department of the Interior. Use of this land was to be in accordance with the provision of the Taylor Grazing Act. 86/

There is legislative authority giving the President power to give national forest status to any of the land within military projects that the Secretary of Agriculture and the Secretary of the Department now administering the area agree are suitable for the production of timber. Such land would then be administered by the Secretary of Agriculture for national forest purposes in accordance with such general plans as may be jointly approved by the Secretary of Agriculture and the Secretary formerly administering the area. Such procedure gives dual status to the land since under this law the military land so affected remains subject to the unhampered use of the War or Navy Department for purposes of national defense. 87/

Transferring responsibility of land management to agencies that have staffs for this specific purpose is a desirable arrangement. It avoids duplication in governmental functions, and it places responsibilities of land management with those best qualified by training and experience to do this particular type of work. Moreover, the longer tenure of office at a given location of the personnel of civil agencies is a factor leading to more continuity of interest in land management problems. Through cooperative land management arrangements and direct "outleasing" by the War and Navy Departments it will be possible to retain more sites as standby, at the same time the land is being used for peacetime purposes.

Illustrative Projects

A description of the agricultural leasing at selected sites will give the reader a better comprehension of the program.

86/ 48 Stat. 1269, June 28, 1934, as amended by 49 Stat. 1976, June 26, 1936, 43 U. S. C. 315.

87/ 43 Stat. 653, June 7, 1924, 16 U. S. C. 471, 505.

Wabash River Ordnance Works

This project, located in Vermillion County, Ind., includes 21,960 acres acquired by the War Department in the fall of 1941. A change in plans made it unnecessary to extend the construction area as far westward as originally intended so about 5,440 acres on the western side of the project were beyond the normal safety area. All of this part and some of the northern and southern fringes of the area constituted the 9,610 acres leased out in 1943 at a rental of \$80,646. In 1944, the acreage leased for agriculture was increased to 14,506 acres at a rental of \$82,409. In 1945, the area was again increased to 16,009 acres and the rentals reached \$97,589. This latest addition was possible by letting the farmers operate up to 300 feet from the chain-link fence, whereas in 1943 they were allowed to come only within one-half mile of the fence. In addition, the river-bottom area was leased in 1944. In 1945 the addition came through allowing operation on the acreage adjacent to the pump area, the properties bordering on the pipeline, and two other tracts adjacent to the administration buildings and the fence.

Reduction in rental rates in 1944 by about 30 percent from 1943 rates was due to the inclusion of a more nearly balanced crop rotation in 1944. In the earlier year about 90 percent of the cropland was in corn. The productivity of the land together with prospective high prices for corn warranted high rentals when the operators were to be allowed to devote the entire acreage to corn. In 1943, the cropland in the good land area in the western part of the project brought a uniform rent of \$15 an acre. The cropland in the southern part brought \$8 to \$15 an acre and that in the rougher part on the north and south-east, from \$4 to \$8 an acre. 88/

Lessees at the site proved to be cooperative in adopting crop rotations and in the seeding of legumes and grasses. No such seeding was done in 1943 under a nonrestricted lease; but in 1944, 2,178 acres and in 1945, 2,887 acres of legumes and grasses were seeded. The fine stands of these seedings found, during a personal inspection of the fields, in the spring of 1945 attested to the good work being done. The increased emphasis placed on rotations is shown by the decrease in the acreage of corn and the increase in hay and small grains (table 12).

The importance of the leasing program at the Wabash River Ordnance site is shown by the following estimate of production for 1944: corn, 269,700 bushels; soybeans, 58,120 bushels; oats and wheat, 44,850 bushels; hay, 83 tons; and the grazing of 400 animal-units for 6 months. 89/

88/ Lee, Alvin T. M. Agricultural Leasing Program at Wabash River Ordnance Works, Vermillion County, Indiana. Bur. Agr. Econ., July 1943. (Ditto)

89/ Individual farm production estimates made by lessees and project manager.

Table 12.- Major uses of land leased for agricultural use,
Wabash River Ordnance Works, Vermillion County,
Ind., 1944 and 1945

Land use	1944	1945
	<u>Acres</u>	<u>Acres</u>
Corn	4,495	3,929
Soybeans	2,906	3,294
Hay	83	2,258
Small grains	2,186	2,887
Pasture, woods, waste, etc.	3,138	4,517
Legume seeding	2,178	2,887

Elwood-Kankakee Ordnance Works

The Elwood shell-loading plant comprising 15,328 acres and the Kankakee TNT plant comprising 20,860 acres are contiguous projects located in Will County, Ill., approximately 40 miles south of Chicago. There is a total of 36,188 acres in the block of land.

The agricultural leasing program on this site was started in the spring of 1943 with 3,849 acres at the Elwood project and 7,511 acres at the Kankakee project, making a total of 11,360 acres leased for agricultural use. In 1944, this acreage was expanded to 22,801 acres by including numerous parcels of land between building areas and railroad track enclosures. In 1945, additional open spaces between buildings were leased bringing the total to 23,304 acres, or 62 percent of the land in the entire site.

In 1945, there were 68 different individuals or partnerships leasing land in the Elwood-Kankakee projects. There were 85 leases, for some of the lessees had more than one lease, usually because they leased additional acreage the second or third years, and for a different period than specified in the first lease. Of these 85 leases in 1945, 51 were for 1 year, 6 were for 2 years, and 28 were for 3 years.

Lease tracts were subdivided to afford a fair acreage of additional land to a large number of local farmers. However, 12 lessees obtained 500 or more acres each, accounting for almost half of the leased acreage. Many lessees were successful bidders on more than one tract of land as subdivided for leasing. As an example, there were 74 tracts platted, ranging up to 200 acres in size. However, there were only 29 lessees who leased less than 200 acres each. The rental varied with the quality of the land and not with the acreage in the lease tract (table 13).

Table 13.- Lease of land for agricultural use, Elwood-Kankakee Ordnance site, Will County, Ill., 1945

Size of lease unit	:	:	:	Rental	
				Total	Per acre
Acres	:	Number	Acres	Dollars	Dollars
Less than 100	:	6	389	2,678	6.88
100 - 199	:	23	3,315	17,674	5.33
200 - 299	:	13	3,313	16,604	5.01
300 - 399	:	11	5,091	18,794	3.69
400 - 499	:	3	1,317	7,431	5.64
500 and over	:	12	9,879	40,687	4.12
Total or average	:	68	23,304	103,868	4.46

Leasing of open land in the Kankakee-Elwood site to farmers went a considerable way toward compensating for the loss of agricultural production due to purchase of this site by the Government. The production of corn, oats, and wheat on this land was equal to about 40 percent of prewar. Soybean production was increased by 44 percent over prewar, because of the requirement at the Elwood part of the site that only low-growing crops could be raised. Some buckwheat was grown whereas none was reported before the war. Hay acreage was not decreased to the extent shown because most of the hay within the building area was sold as crop rather than through leasing of the land. Pasture acreage remained about the same as prewar. Some of the poorer cropland was leased for pasture and this compensated for the prewar pastures which were plowed up or from which hay was sold (table 14).

Table 14.- Comparison of production on leased acreage in 1944 with that obtained from entire site before purchase by Government, Elwood-Kankakee Ordnance Works, Will County, Ill. 1/

Land use	Acreage		Production	
	Entire site	Leased lands	Entire site	Leased lands
	1939	1944	1939	1944
	<u>Acres</u>	<u>Acres</u>	<u>Bushels</u>	<u>Bushels</u>
Corn	10,715	4,962	500,812	198,480
Soybeans	4,445	6,972	96,633	139,440
Wheat	779	273	14,173	6,379
Oats	4,366	1,667	154,668	58,345
Buckwheat	0	383	0	7,660
			<u>Tons</u>	<u>Tons</u>
Hay	1,574	209	2,218	<u>2/</u> 300
Pasture	<u>3/</u> 4,521	4,550		

- 1/ Acreage and production in 1939 obtained by adjusting Census figures for representative townships. Acreage and production for leased land in 1944 made by project manager employed by War Department.
- 2/ In addition, there were 637 acres of hay sold as crop from land that was not included in that leased to farmers.
- 3/ As reported in 1935 Census. Comparable classification not used in 1940.

Sangamon Ordnance Works

The Sangamon Ordnance Works near Springfield, Ill., warrants mention because of the great demand for cropland like that found in this fertile area of the Corn Belt. This site includes 19,094 acres. All except the southeastern corner of the site is level and highly productive cropland.

Corn and soybeans are the principal cash crops grown in the vicinity of the project. Livestock is only a minor enterprise except on the farms that make a specialty of winter feeding. Some of the farmers specialize in growing hybrid seedcorn, as did one of the lessees here.

The area leased in this site was 4,025 acres in 1943, 6,345 acres in 1944, and 7,585 acres in 1945. The rental obtained was \$43,596, \$104,643, and \$112,839, respectively, representing per acre rates of \$10.83, \$16.49, and \$14.88. There were 27 lessees with 33 leases. About half of the leases in force in June 1945 were for 1 year and the other half for 3 years. Almost half of the acreage outleased in this

site was obtained by two lessees even though no lease tracts as platted were in excess of 200 acres (table 15). Limiting the number of lease tracts any one individual could obtain would have prevented concentration of such large acreages in the hands of single individuals or single partnerships.

Table 15.- Land leased for agricultural use, Sangamon Ordnance Works, Sangamon County, Ill., 1945

Size of lease unit Acres	:	Lessees Number	:	Acreage Acres	:	Rental	
						Total Dollars	Per acre Dollars
Less than 100	:	5	:	339	:	4,750	14.01
100 - 199	:	12	:	1,735	:	27,043	15.59
200 - 299	:	7	:	1,766	:	29,675	16.80
300 - 399	:	1	:	336	:	5,386	16.03
400 - 499	:	0	:	0	:	0	0.00
500 and over	:	2	:	3,409	:	45,985	13.49
Total or average	:	27	:	7,585	:	112,839	14.88

New River Ordnance Plant

New River Ordnance Plant in Pulaski County, Va., has a total of 3,972 acres. In early 1943, 620 acres were leased to 7 lessees for a 5-year period to terminate February 29, 1948, if not revoked earlier. An estimated 800 acres within the chain-link fence were leased to another lessee, a partnership, for grazing and hay.

It was estimated by War Department personnel at Baltimore that 2,320 bushels of corn were produced on the site in 1944 and that the area inside the fence provided grazing for 554 head of cattle for equivalent to 6 months.

Tooele Ordnance Depot

The Tooele Ordnance Depot, near Salt Lake City, Utah, is in the arid grazing area. The project involves 24,905 acres. The War Department made arrangements by which a cooperative agreement was entered into by the Departments of War and Interior with the Grantsville Conservation District. The Conservation District was to plan the kind of program to be administered. The Department of the Interior was a party to the agreement because of the public domain land the War Department had under temporary use.

The Grantsville Conservation District subdivided 12,000 acres on the outer edges of the project into five grazing units. Permits were

issued for grazing 13,000 sheep during the period November 15 to April 15 at a fee of 12 cents per sheep per month. Using a permit rather than a lease gave the permittees only the right to graze a specified number of sheep for a definite period. Allocation of specific numbers of sheep to definite areas made it possible to prevent overgrazing and misuse of the land.

Navajo Ordnance Depot

The Navajo Ordnance Depot in Arizona consists of 18,760 acres of purchased land and 9,662 acres of publicly owned land transferred from the jurisdiction of the Forest Service, making a total of 28,422 acres. In 1944, three tracts of this land, totaling 14,384 acres, were leased to three lessees to be grazed from June 1 to October 31 of each year, during the period August 1, 1944, to July 31, 1949. A clause in the lease provided that the land be grazed in accordance with the Forest Service use permit.

Boise Barracks

Boise Barracks Training Center located near Boise City, Idaho, consists of 6,885 acres acquired as long ago as 1873. On this project 3,800 acres were leased for grazing. These 3,800 acres have been leased for 5-year periods for several years. A recent lease specified March 15, 1939, to March 14, 1944. The last lease was to a different lessee for the period March 10, 1945, to March 9, 1947. The former lease was at an annual rental of \$86 whereas the latter was for an annual rental of \$1,140. The high rental possibly accounts for the shorter term of the lease. There are no restrictions in the lease and the grazing season is not stipulated.

Camp White Military Reservation, Oregon

Camp White, near Medford, Oreg., consists of about 50,000 acres; 7,500 acres were public domain and the remainder was bought by the War Department. Late in 1943, 43,987 acres were made available for lease to stockmen. Two livestock associations were formed, one to use the Beagle area to the north and the other to use the Antelope area to the south.

The two groups were voluntary associations of all persons who had prior rights to graze. It included the landowners or land lessees who were engaged in bona fide livestock business and actually used some of the land before acquisition by the War Department. Pro rata preference was based on the number of livestock formerly run on the land. The lease stated that, in the determination of any question of priority or preference not covered in the lease, the law and custom pertaining to grazing permits granted by the Forest Service would be followed as closely as possible. The maximum number of livestock to be grazed at any one time was specified

at 1,500 cattle and 300 sheep for the 22,489 acres in the Antelope area, and 2,000 cattle and 600 sheep for the 21,498 acres in the Beagle area. It is the responsibility of the association to prevent unauthorized grazing.

Both associations had a 1-year lease in 1944 and one had a 1-year lease in 1945. The present lease of the Antelope Creek Livestock Association runs from January 1, 1945, to December 31, 1950, at an annual rental of \$2,700. The present lease of the other association is for the period January 1, 1946, to December 31, 1948, at an annual rental of \$3,200.

Multiple Use of Publicly Owned Land

Use of existing Federally owned land for military purposes in such a way as to cause a minimum of disturbance to other uses was a major accomplishment during World War II. Cooperative arrangements between the Federal agencies concerned held to a minimum the purchase of privately owned land. Disturbance of agricultural production was minimized by permitting agricultural use on much of the land. This kind of cooperation exists in normal times but could be more extensive so that certain lands suited to forestry, grazing, and other activities could be used for them and yet be available as standby and for military training.

Outleasing of land in safety strips and other areas that are adapted to crop production did much to increase agricultural production during the war without interfering with its primary wartime use. It would be desirable to initiate outleasing on all sites that are to be held as standby or kept for peacetime use. If leased to nearby farmers, it would give them added economic opportunities and, if proper safeguards were provided in the lease, would facilitate keeping the land in good productive condition. In addition, costs to the Government for maintenance and fire protection would be reduced.

If extensive standby military sites are made available for outleasing to farmers on a permanent basis, consideration might be given to strengthening this phase of land management during peacetime. Measures to be considered might include: (1) providing for crop rotation and good land-management practices in the lease in a way similar to that now being done by some of the War Department's division offices, (2) leasing at prices that are approximately the same as those prevailing in the community for similar types of land, and (3) subdividing the land into tracts of such size as to accommodate a large number of local farmers, and adopting leasing procedures that will prevent any one individual from leasing unusually large acreages. This restriction as to number of acres is particularly important where rental rates on public land are lower than prevailing rentals on private land.

Loss in Agricultural Production Compensated
for by Leasing Program

Crop and livestock production foregone on the vast acreage of land acquired for use by the War and Navy Departments would have reached huge totals if all of the land acquired had remained permanently out of agricultural use. Production that would have been eliminated on the approximately 1,700,000 acres of cropland bought from private owners, assuming that it were all used for corn with an average yield of 40 bushels, would have been equivalent to 68,000,000 bushels of corn. Similarly, assuming it were all used for wheat with an average yield of 15 bushels to the acre, production foregone would have been equivalent to 25,500,000 bushels of wheat. Actual peacetime use, of course, would have been diversified. The loss of hay, pasture, and range acreage caused a reduction in livestock numbers, for 2,500,000 acres of the land bought from private owners was in grazing use at the time of Federal purchase.

In addition, agricultural output was curtailed on the land that was made available for military use by the Interior Department, the Forest Service, and the Soil Conservation Service through the termination of grazing permits. Much of the State land leased by the War and Navy Departments as well as land leased from individuals had been used for grazing before it was taken over. Excessive reduction of agricultural output on such public land and leased land was prevented by the use of concurrent-use arrangements. Undoubtedly trespass on the military sites in the range States, as fences were lacking, placed much of the land in agricultural use. Because of favorable weather during the war years, it was possible to put many of the livestock that had been excluded from military sites onto nearby grazing areas. Alternate-use arrangements -- shifting military use from one area to another with the grazing season -- also aided in making full agricultural use of certain grazing areas taken over for military purposes.

The most serious effect on total agricultural production undoubtedly came through the purchase of land in the Midwest and Great Plains States. An analysis was made to learn the amount of agricultural production that would have been foregone by the land acquisition program of the War and Navy Departments had no effort been made to return some of this land to agricultural use. According to data developed, 4,586,000 bushels of grain were grown in 1939 on the land acquired in the eight Corn Belt States. Corn was most important with 3,180,000 bushels, oats second with 548,000 bushels, and wheat third with 543,000 bushels (table 16). To allow for higher wartime yields, due to more extensive use of fertilizer and favorable weather, these figures should be increased by about 25 percent to represent the annual production which would have been forthcoming from this land under normal farm use if it had not been bought by the Government. Much of the feed grains and hay, of course, would have been fed and marketed through livestock and livestock products.

Table 16.- Cropland acreage and production of selected crops in 1939
and livestock numbers in 1940 on areas bought for military
use during World War II, Corn Belt States 1/

Item	: Unit :	: Illinois :	: Indiana :	: Iowa :	: Missouri :	: Ohio :	: Total 5 : Corn Belt : States
Acreage purchased	: :						
War Department	: Acre :	102,457	159,985	26,411	138,332	53,265	480,450
Navy Department	: Acre :	2,226	29,857	2,440	498	252	35,273
Total	: Acre :	104,683	189,842	28,851	138,830	53,517	515,723
Land in farms within these areas before the war	: Acre :	88,662	142,735	23,951	102,845	51,730	409,923
Cropland acreage	: :						
Harvested	: Acre :	56,261	58,933	12,783	31,854	28,670	188,501
Failure	: Acre :	685	1,279	205	567	382	3,118
Idle	: Acre :	4,421	10,487	717	3,641	3,328	22,594
Plowable pasture	: Acre :	9,261	19,062	3,575	23,122	10,072	65,092
Total	: Acre :	70,628	89,761	17,280	59,184	42,452	279,305
Crop production	: :						
Corn	: Bu. :	1,192,292	1,046,565	282,930	254,131	404,373	3,180,291
Wheat	: Bu. :	116,300	198,751	22,249	94,858	110,467	542,625
Barley	: Bu. :	354	1,407	956	11,175	2,257	16,149
Rye	: Bu. :	925	4,132	1,401	647	2,123	9,228
Oats	: Bu. :	270,729	63,305	48,938	41,536	123,584	548,092
Soybeans	: Bu. :	208,411	66,171	16,486	2,501	0	293,569
Hay (all kinds)	: Ton :	7,792	16,127	4,212	8,672	10,204	47,007
Livestock	: :						
Horses and mules	: No. :	1,416	2,538	594	671	1,072	6,291
Hogs and pigs	: No. :	6,172	11,629	3,424	4,843	5,346	31,414
Sows and gilts	: No. :	1,543	2,550	843	864	1,192	6,992
Cattle and calves	: No. :	5,197	11,015	3,252	7,471	4,652	31,587
Cows & heifers	: :						
milked	: No. :	2,988	4,280	1,264	3,413	3,104	15,049
Sheep and lambs	: No. :	1,149	5,285	697	1,812	3,688	12,631
Ewes	: No. :	1,053	3,784	599	1,324	2,960	9,720
Chickens 4 mo. old	: No. :	37,326	73,758	17,527	50,355	43,136	222,102

1/ Data derived by using Census data for townships within each site as representative of production pattern for entire site. Acreage in site was adjusted to land area in farms by using ratio of land in farms to total land area as derived from Census data.

Cropland reported by the Census decreased about 4 million acres from 1939 to 1944 in the group of States east from and including Arkansas and Louisiana, and south from and including Kentucky, West Virginia, and Virginia. Florida was not included in this grouping. Purchases by the War and Navy Departments from private owners in these States included about 570,000 acres of cropland. Decrease in the acreage of land used for crops in these States, therefore, was due more to other economic factors than to military purchase.

Tobacco was an important crop in the sites bought in Kentucky, Tennessee, North Carolina, and Virginia. Rigid Government control over allotment of tobacco acreage was maintained throughout the war. Most farmers in these States had some cropland lying idle each year, for tobacco generally was the most profitable crop and they were not allowed to plant as much as they had acreage available. Tobacco allotments which existed on the farms bought for military use were placed in a State pool and were reallocated primarily to other nonallotment farms bought by the displaced families and to others throughout the State who were most in need of additional tobacco acreage. Much of this new assignment of allotments undoubtedly went to land that had been lying idle. Because of the operation of the tobacco allotment program and the large extent of land available for tobacco if there were no allotments, one cannot consider that tobacco production was foregone because of the land acquisition program; it was merely shifted to other land.

In most of the poorer land areas of the Nation, where large military camps and bombing and artillery ranges were located, many of the occupants would have ceased or curtailed farming even if the site had not been acquired by the Government. The productivity of the land was so low that its income could not compete with the well-paid jobs furnished by the war. Able-bodied workers in these places commuted to war jobs or moved out entirely. Those less able had to remain on the farms but could not work them to capacity because they could not get laborers at wages they could afford to pay.

Production on many of the farms that later fell within these sites had been mostly for home consumption. When the occupants moved to town there was some loss of production for home use, and a larger proportion of the food for the Nation then flowed through commercial channels. But the productivity of the workers in the new jobs or new locations undoubtedly was much higher and of more value to the Nation than it would have been had they stayed on the small, unproductive farms.

The leasing of military land for agricultural use did much to compensate for the loss due to wartime Government purchase. Land in many of the sites in the productive areas did lie idle during 1941 and 1942, but when a large proportion of it was leased in 1943 and later years, the commercial agricultural production almost equaled that before Government purchase. This resulted from more complete use of the land for commercial purposes and the increased yields brought by improved technology, better farm practices, and favorable weather.

There are no data to show the total production obtained on the military land leased for agricultural use but the individual projects discussed above provide an indication of the importance of the program.

Land is only one factor in food production. Its capacity for absorbing labor, fertilizers, and management is elastic so that the amount of these applied to the land can be adjusted easily in response to changes in costs and prices of farm products which in turn change in response to changes in demand.

DEVELOPMENT OF POLICY AND PROGRAM FOR DISPOSAL OF SURPLUS LAND

Policy for governing the disposal of surplus war property was much discussed even before the war was over. The properties, whether personal or real estate, likely to become surplus to military needs were thought to be vast, and so the manner of disposal might seriously affect the markets. Agricultural groups were interested not only in actual disposal but also in the possibility of continued operation of certain war-expanded industries, such as potential fertilizer plants.

Policies relative to sale of surplus lands, which had been in farm and agricultural use before their purchase for war needs, received much attention both by the Congress and by other interested groups. Most interest seemed to center around the question of the priority of former owners. There was a general feeling in Congress that former owners should receive first chance to buy surplus land. As will be explained, this idea was concurred in by farm journals, the American Farm Bureau Federation, many State agricultural colleges, and by the U. S. Department of Agriculture.

The idea of former-owner priority, apparently one of the most widely discussed policy questions, was given impetus by former owners at the Wabash River Ordnance Works near Clinton, Ind., and former owners at the Sangamon Ordnance Works near Springfield, Ill. Certain former owners at these sites desired to repurchase their farms which had been bought by the War Department. This interest came chiefly from those who had lived on the outer edges of these projects where more land had been bought than was finally needed. Buildings on some of these farms had remained intact. It was obvious that these few farms could be operated as going concerns at once if the resales were made.

Both the War and Navy Departments had authority to dispose of land under the Second War Powers Act and other legislation, and they did so in a few projects. During the early part of 1944 the War Department made plans for disposing of surplus parcels in numerous rural sites where portions of the land holdings had been declared surplus to war needs but actual sales did not take place under these plans. Congress was considering comprehensive surplus-disposal legislation and did not look with favor upon large-scale sale of surplus property while such legislation was pending.

Recommendations of Agricultural Groups

The Department of Agriculture during late 1943 and early 1944 gave attention to making recommendations concerning disposal of surplus military land. These deliberations were in large part reflected in the testimony of the Secretary of Agriculture before a Senate Committee on Postwar Economic Policy and Planning -- he emphasized the possible use of Government-owned plants for producing fertilizer and the policies which should govern the disposal of surplus land. 90/

The Postwar Planning Committee on Military Lands in the Department of Agriculture, with the aid of suggestions from State Agricultural Postwar Planning groups, formulated suggestions on several questions related to disposal of surplus lands. Among the more important recommendations were the following.

1. Disposal of surplus farm land should be handled separately from the disposal of surplus war factories and military equipment.
2. Farm land should be disposed of in family-sized units to families who intend to live on and operate the farms.
3. Veterans should be given adequate opportunities to buy surplus military land.
4. The Department of Agriculture should be assigned responsibility for (a) dividing the tracts into family-sized farms, (b) securing the purchasers, (c) timing the disposal, and (d) financing the purchasers.
5. Surplus buildings and building material on surplus lands should be made available for sale first to farm purchasers of surplus land on which the material is located.
6. Surplus lands that are submarginal and recognized as unsuitable to private ownership should be retained in public ownership and their jurisdiction should be transferred to public agencies having responsibility for the administration and management of similar land. 91/

Interim Surplus War Property Administration

Discussion on the part of both Congress and other interested groups continued for some time. The many problems involved and the differences to be resolved delayed passage of specific legislation. To get the surplus-disposal task under way, President Roosevelt, on February 21, 1944,

- 90/ Hearings Before the Special Committee on Post-War Economic Policy and Planning, U. S. Senate 78th Cong., 1st sess., Nov. 1943. Part 2, Cancellation of War Contracts, Disposition and Sale of Surplus Property and Industrial Demobilization and Reconversion, pp. 601-06.
- 91/ Disposal of Surplus Military Lands. A Report of the Interbureau Committee on Post-War Programs to the Secretary of Agriculture, U. S. Dept. of Agr., Mar. 28, 1944.

issued Executive Order 9425, establishing the Surplus War Property Administration. The Administrator was to carry on his duties under the general assistance of a Surplus War Property Policy Board composed of a representative from each of 14 Government agencies.

Regulation number 1, issued by the Administrator to become effective May 15, 1944, designated the agencies that were to administer the disposal of certain kinds of property declared surplus by the War and Navy Departments and by the United States Maritime Commission. Surplus non-industrial real estate was not assigned to any agency, but each owning agency was authorized to exercise existing powers of disposition until such time as regulations were issued. Rural real estate was included in the excepted group.

In order to resolve the many interests involved in the disposal of rural lands, the Surplus War Property Administrator, on May 22, 1944, appointed an Interdepartmental Real Estate Committee consisting of representatives from eight Federal agencies and departments. Its specific function was to recommend (1) an agency or agencies to dispose of all real property not assigned by Regulation No. 1 and (2) the policies and procedures to be followed in the disposition of such property.

This committee recommended that there be established a Board of Classification and Assignment for real estate to be made up of representatives from the Department of Agriculture, the Department of Interior, and the Public Buildings Administration of the Federal Works Agency. It was the opinion of a majority of the members of the committee that, generally speaking, agricultural and forest land should be disposed of by the Department of Agriculture; grazing, mineral, and related lands by the Department of Interior; and miscellaneous properties by the Public Buildings Administration. The representatives of the War Department and the National Housing Agency dissented from this majority opinion. They believed that a single agency should be charged with the liquidation of all real estate holdings. 92/

Despite the majority opinion of the Interdepartmental Real Estate Committee, the Surplus War Property Administrator, on July 26, 1944, issued regulation No. 2 to become effective August 1, 1944, assigning the disposal of surplus nonindustrial real estate to the Reconstruction Finance Corporation. This regulation set forth the basis principles and procedures under which nonindustrial real estate was to be disposed of. The Reconstruction Finance Corporation was directed to achieve the following objectives:

1. To sell as promptly as possible at current values without undue disruption of the market.

92/ Unpublished Report of Interdepartmental Real Estate Committee to Surplus War Property Administrator, June 5, 1944.

2. To sell outright, using leases only as temporary measures and reserving the right of Government recapture only if national defense so requires.
3. To sell in family-sized parcels and to purchasers who will themselves put the land to productive use.
4. To give former owners an opportunity to repurchase their land at current market value.
5. To avoid sales to speculators or persons planning to combine small tracts into large ones for speculative purposes.

Authority was given the Reconstruction Finance Corporation to call upon other agencies and departments, each to designate a representative to serve on a Surplus Real Estate Advisory Committee. Provisions were made for allowing transfer of surplus lands to other Federal agencies, in particular the land unsuited to agricultural use in private ownership and scattered tracts of land intermingled with, contiguous to, or proximate to Federal land-use projects such as national forests and grazing districts. Transfer of such land was to be on a reimbursable basis at fair market value, unless transfer without funds was valid under law. Details as to appraisal, surveys, selection of buyers, sales methods and prices, advertising procedure, use of brokers, financing and conveyances were also set forth in Regulation No. 2.

Assignment of Surplus Rural Land to RFC Brought Protest

Agricultural groups were much disappointed that the sales of rural real estate were assigned to the Reconstruction Finance Corporation rather than to the established agricultural agencies already operating in this field. The fear was expressed that the RFC would sell to any and all comers and in large blocks of land, thus playing into the hands of land speculators, corporation-type operators, and absentee landlords.

The Department of Agriculture has a public responsibility in seeking the administration of programs which involve the welfare of farm people. Sale of surplus rural land was definitely an agricultural problem so the work was largely within the scope of the Department's activities. The Department, through its Farm Security Administration and its Farm Credit Administration, had experienced staffs to handle the job without building up a new and duplicating organization. Both of these agencies had developed all the necessary procedures for the appraisal and sale of farm land. These staffs were well acquainted with the various State laws controlling the sale of land. Sale of farm land is more than a real-estate transaction. It requires knowledge as to soils, type of farming, and other factors if proper sized units are to be laid out and the right people given a chance to buy.

Farm organizations wanted the Department of Agriculture to be given the job of selling surplus rural land. They were not agreed as to which agency in the Department should be given the responsibility, however. The Farmers Union, among others, wished to see all of the surplus land that is suited to agriculture used as a source of land for the Farm Security Administration's program, while the American Farm Bureau Federation expressed a desire to see the land sold back to former owners.

The Legislative Secretary of the National Farmers Union testified as follows before a Senate Committee: 93/

In the disposition of the land owned by the Government, we believe that all of the land suitable to agricultural use should be made an integral part of the tenant purchase program of the Farm Security Administration, sold only in economic units on long-term credit at low rates of interest.

Possession by the Government of several million acres of good farm land affords an opportunity that may not occur again for many years, perhaps generations, to give so easily such a great impetus to the promotion of the family-type farm. We believe that former owners and veterans should be given preference, where they will use the land for family living. We believe that this program should be wholly governmentally handled through Government agents and Government appraisers. Finally, we believe that no farmer should be settled on this land with a debt burden that is bound to become intolerable if the long-time earning power of the land is considered. Farmers settling on these tracts should be required to assume only so much mortgage debt as experts find the farm can reasonably expect to pay off on a 40-year loan. Sale price thus would be determined by the capacity of the farm, the ability and experience of the farmer, the Nation's interest in maintenance both of the farmer and his family and of the soil itself, both priceless national assets.

The Washington Post of July 7, 1944, had an editorial, "Land for Farmers," deploring the fact that disposal was assigned to the RFC and suggesting that the Farm Security Administration was the logical agency to handle this job.

The President of the American Farm Bureau Federation, in his letter to the Washington Post, stated that his organization had expressed no choice of agencies to handle the disposal of the land required by the

93/ Mobilization and Demobilization Problems, Hearings Before the Committee on Military Affairs, U. S. Sen. 78th Cong., 2d sess. on S. 1478, S. 1609, S. 1680, S. 1775, S. 1794, S. 1803, S. 1815, S. 2045. Part 15, Utilization and Disposition of Surplus War Property, 1944, pp. 1067-68.

Government for war purposes, but that the Farm Security Administration was not the best qualified agency for the job. "It was not set up for this purpose." The American Farm Bureau Federation recommended: 94/

1. That the land first be offered for resale to the former owners from whom it was purchased at the price paid by the Government, adjusted for any damage or value of added improvements. This land belongs to all the people. Sales should not be restricted to persons only who can qualify under the Bankhead-Jones Tenant Act.
2. If the former owner does not wish to repurchase, then the land should be sold at public auction in economic units on which a family can make a decent living, with preference being given to qualified veterans in such sales.

Sale of surplus military land in rural areas did not get under way even after the job was assigned to the RFC. Discussions continued on questions of priority, prices, and alternative agencies for administering the work. Both the owning agencies and the Surplus War Property Administrator were keenly aware of the intense public interest and did not wish to sell rural land in any way that later might be proved to have been contrary to the wishes of either Congress or the public. Before the RFC was given the task, the Surplus Property Administration had authorized the War Department to go ahead and sell 3,600 acres of surplus land at Sangamon Ordnance near Springfield, Ill. This authorization was withdrawn as explained by the Administrator: "when bills were introduced in the House and the Senate, and a provision or amendment was made to the House Bill to the effect that former owners of land should be given an opportunity to reacquire that land at the price at which they sold it, or not exceeding that price, I immediately ordered the sale of the property in Illinois stopped because I felt it would not be right to proceed when we would probably have legislation within 2 or 3 weeks." 95/

Passage of Surplus Property Act

After lengthy hearings 96/ on surplus property disposal, the Surplus Property Act of 1944 was passed by Congress and on October 3, 1944, was signed by the President. 97/ This Act provided for the

94/ The Washington Post, July 27, 1944, p. 12.

95/ Testimony of W. L. Clayton before the Committee on Military Affairs, U. S. Sen., 78th Cong., 2d sess., Pt. 15, op. cit.

96/ Disposition of Surplus Property. Hearings Before the Subcommittee of the Committee on Public Buildings and Grounds, House of Representatives, 78th Cong., 2d sess., bills relating to disposition of Surplus Property, 1944.

97/ 58 Stat. 765, Oct. 3, 1944, 50 U. S. C. 1611-1646.

orderly disposal of surplus war property. The agency administering the Act was originally called "Surplus Property Administration," but subsequently changed to "War Assets Administration."

Designation of Disposal Agencies

Section 10 of the Act provides that the United States Maritime Commission shall be the sole disposal agency for surplus vessels which the Commission determines to be merchant vessels or capable of conversion to merchant use. Except for this specific provision, the Surplus Property Board or Administrator was given authority to designate one or more Government agencies to dispose of the other classes of surplus war property.

Under Surplus Property Board Regulation 1, issued April 2, 1945, the disposal of surplus agricultural and forest property was assigned to the Department of Agriculture; grazing and mineral property to the Department of the Interior; housing property to the National Housing Agency; and other surplus nonindustrial real property to the Federal Works Agency. The Department of Agriculture in turn designated its Farm Credit Administration to handle its disposal job. In an amendment of Regulation 1, on February 23, 1947, the disposal of grazing and mineral property was assigned to the Department of Agriculture.

Disposal of airports was not assigned specifically in the first regulation, but in Regulation 16, November 16, 1945, a Surplus Airport disposal committee was established to function in an advisory capacity to the Surplus Property Administrator. This was necessary in order to conform to paragraph (c) of Section 13 of the Surplus Property Act requiring that surplus airport properties be disposed of in such manner as to promote the establishment of a Nation-wide system of public airports. Certain airports and, in particular, auxiliary airfields to be disposed of, if classified as not being suitable for such continued use, would subsequently be assigned to the disposal agency having authority to dispose of such land. The Department of Agriculture has already been authorized to dispose of several auxiliary airfields.

Transfer of Property to Public Agencies

Section 12 of the Surplus Property Act provides for the transfer of surplus war property from one Government agency to another for their use, this transfer having priority over all other disposals provided for in the Act. However, such transfers shall be at the fair value of the property as fixed by the disposal agency unless transfer without reimbursement or transfer of funds is otherwise authorized by law.

Under Section 12 authority exists for the transfer of forest land to the Forest Service, grazing land to the Department of Interior, sub-marginal agricultural land to the Soil Conservation Service, and various other types of land best suited to public use to other Federal agencies. A chief difficulty in making transfer of land purchased during World War II, subsequently surplus to military needs, is the necessity of the

requesting agency "paying" for the land which has already been paid for by the Federal Government. This would require annual budget estimates and appropriations by the Congress to accomplish what is essentially a bookkeeping transaction. As the civil Federal agencies do not know in advance which military projects are to become surplus, an estimate of any accuracy is difficult to make. A more practicable alternative would be for Congress to authorize transfer of specific projects without "payment" if and when the specified projects become surplus to military needs.

Transfer of surplus land to civilian agencies applies only to the land bought from private owners during World War II. As a rule, land that was formerly in public ownership and was temporarily made available for military use will automatically revert to the former agency when no longer needed for military use. An exception exists for land where substantial improvements have been made because of war use, thus making it best suited to some other type of use.

Approximately 2,500,000 acres of the 6,745,956 acres bought from private owners is submarginal for agricultural use and therefore best suited to be retained in public ownership and used for forestry or grazing, when it becomes surplus to military needs. Many of these 2,500,000 acres are adjacent to or within the boundaries of national forests or other land-use projects, and therefore were included in the proposed long-range purchase plans of the Forest Service or other Federal agencies. It would be desirable to retain them in public use and thus avoid the costly process of public reacquisition in later years. Another consideration is that the retention in Federal ownership of much of this land not well adapted to private use would provide widely scattered areas for use at any time in future national emergencies.

Section 13 of the Surplus Property Act provides also for disposition of surplus property to States and their political subdivisions and instrumentalities and to tax-supported and nonprofit institutions. Surplus Federal property may be sold or leased to such entities and, in certain instances, transfer to such entities may be made without compensation.

Return of Surplus Real Property to Private Ownership

Section 23 of the Surplus Property Act provides the policy framework for return of surplus real property to private ownership. This section is limited essentially to surplus rural real property since "war housing, industrial plants, factories, or similar structures and facilities or the sites thereof or land which the Board determines is essential to the use of any of the foregoing" is excepted.

98/ Classification of Military Lands -- List of Major Projects that Seem Best Suited to Public Use and Ownership after the War if not Needed for Military Purposes. Unpublished report, Bur. Agr. Econ., U. S. Dept. Agr., Jan. 1944.

This section of the Act sets forth the priorities of the prospective buyers, policy on pricing, what constitutes termination of priority privileges, and types of deeds that may be issued.

Priorities to purchase.- The order of priorities in the acquisition of surplus real estate and the type of real estate such priorities apply to under sections 12, 13, and 23 of the Act have been worked out in Surplus Property Regulation 5 (table 17). 99/ Government agencies, State and local governments, and nonprofit institutions may acquire any type of surplus real estate regardless of when it was bought by the Government. Veterans may purchase only properties that are classified as agricultural, residential, or small business, but not properties otherwise classified. Former owners have priority to repurchase any real estate except that classified as industrial. Tenants of former owners may purchase only properties classified as agricultural and which were bought by the Government after December 31, 1939. The right to purchase is extended by regulation for 10 days for public agencies and nonprofit institutions and 90 days to individuals after the date that notice of availability is published. 100/

First priority to Government agencies and third priority to State or local governments in the acquisition of surplus real estate are useful in that they permit retention in public ownership of the sites that have a higher use if thus retained. Former owners really have first priority to repurchase agricultural lands declared surplus since Governmental agencies normally are not interested in acquiring good agricultural land. In other words, there are not so many contenders for particular properties as the list of priorities would indicate.

The priorities of Government agencies, State or local governments, and nonprofit institutions are continuing priorities in that they are not exhausted because of their effective exercise with respect to a given property. They may exercise their rights without any limitation as to number of projects or number of times. Priority rights of the individual priority holders, however, are more restricted. In the case of former owners and former tenants, the rights are limited to the specific projects in which their properties were located. Veterans and other persons intending to become owner-operators are not limited to specific projects for selection of land, but like other individual priority holders, their priority rights terminate when exercised once.

A former owner, or his spouse or children in the event of his death, may exercise his priority rights. His priority relates to the property that is substantially the identical tract acquired from him by the Government. If this tract is not available to him or is not wanted by him because it is no longer suitable for the purpose for which it was used when acquired by the Government, he may be offered a suitable substitute property in the same area. A former owner's rights, therefore, are limited to the project in which his former property is located.

99/ In a subsequent amendment the Reconstruction Finance Corporation was given second priority to acquire any such surplus property for resale to such purchaser as it determines to be small business as provided in section 18 (e) of the Act. See War Assets Administration Regulation 5, Mar. 17, 1947.

100/ This priority period for public agencies may be reduced to 10 days if

Table 17.- Order or priorities in the acquisition of surplus real estate

Class of property	Priority group				
	: RFC for:	: State and:	: Tenants:	: Veterans:	: Owner-:
	: Federal:	: resale :	: local :	: Former:	: of :
	: agencies:	: to small:	: govern-:	: owners:	: former:
	: :	: business:	: ments	: 1/ :	: 2/ :
	:	:	:	: owners:	: 3/ :
I. Section 23 acquired prior :	:	:	:	:	:
to January 1, 1940 4/ :	:	:	:	:	:
Agricultural :	1	2	3	-	4 5 6
Forest, grazing, mineral:	1	2	3	-	4 5
Residential :	1	2	3	-	4 5
Other :	1	2	3	-	4 5
II. Section 23 acquired after :	:	:	:	:	:
December 31, 1939 4/ :	:	:	:	:	:
Agricultural :	1	2	3	4	5 6 7 8
Forest, grazing, mineral:	1	2	3	4	5 6
Residential :	1	2	3	4	5 6
Other :	1	2	3	4	5 6
III. Other than Section 23 :	1	2	3	-	-

1/ Under the priority of State and local governments on section 23 real property special preference is given to any State or local government which has lost a highway or a street over surplus real property because of Government acquisition or action, to reestablish the highway or street by repurchasing the original right-of-way or purchasing new or additional rights-of-way required to reestablish highways or streets of greater width or on new and more adequate locations.

2/ The priority of a former owner or of a veteran may be exercised also by the spouse and children of a deceased former owner or veteran.

3/ These are persons who intend to become owner operators and not persons who are already owner-operators of farms.

4/ Section 23 real property means property consisting of land, together with fixtures and improvements thereon, located outside of the District of Columbia, but does not include war housing, industrial plants, factories, or similar structures and facilities, or the sites thereof, or land the Administrator determines is essential to the use of any of the foregoing.

Tenants of former owners may exercise their priority rights only with respect to substantially the same properties occupied by them as tenants at the time of acquisition. This right cannot be passed on to spouse or children. The right of a tenant cannot be exercised unless the former owner, or in the event of his death his spouse or children elect not to exercise their rights. Priority rights of tenants therefore are the most limiting of all the priorities established by the Act.

A veteran or the spouse and children of a deceased serviceman may exercise their rights in the acquisition of only one property. Few if any choice tracts of land will be available for these groups of priority holders because, without a doubt, the ranking priority holders will seldom fail to exercise their rights on the productive properties. Veterans will not find many good properties in any one project, but they do have the advantage of making their selection from another project if suitable properties are not found in the first.

Former owners and tenants must exercise their priority rights on properties that have boundaries identical with those existing before purchase by the Government. However, paragraph (e) of Section 23 of the Act directs that land suitable for agricultural use and not disposed of to former owners or tenants of former owners shall be subdivided, wherever practicable, into economic family-sized units. The words "wherever practicable" in this instance are advantageous to the administrative agency, for it will be difficult to get economic family-sized units out of the scattered tracts not taken up under the priority rights. It is a worthy objective with respect to veterans and other persons intending to become owner-operators, but difficult to achieve especially where the repurchase privilege is at less than the current market price.

Prices.- Former owners may buy surplus property either at the market price or at the price for which the property was acquired by the Government, adjusted to reflect any increase or decrease in the value of the property resulting from improvement or depreciation during Government ownership. 101/ Tenants of former owners are accorded the same price preference on land classified as agricultural.

Veterans and the spouse and children of deceased servicemen may buy surplus property classified as agricultural, residential, or small business at a price (fair value) fixed by the disposal agency. In deciding on this price, consideration must be given to the current market

101/ The Surplus Property Disposal Manual of the Farm Credit Administration, p. 31, has a statement on how the adjusted value is determined. In summary it says: "In effect, the adjusted value will be an estimate of what the value of the property would have been as of the date of acquisition if the damage or improvement caused by action of the United States such as removal or construction of buildings, destruction or building of roads, or other changes had occurred at that time. This estimate should be made on the basis of the same levels of value as are reflected in the acquisition price regardless of how such acquisition price was determined."

value, the character of the property, and, if income-producing, its estimated earning capacity. 102/

Other persons intending to become owner-operators shall be charged a price that reflects a fair value as established by the disposal agency. Nonpriority holders shall be charged prices that equal the highest competitive price obtainable.

Government agencies, State or local governments, and nonprofit institutions may acquire surplus property at a price ranging all the way from outright donation to fair value, depending upon the particular circumstances and authorization of law. 103/

Comments on Purchase Priorities and Price
Concessions in Surplus Property Act

Giving Federal agencies and State and local units of government first and second priorities to take over jurisdiction of surplus property has desirable possibilities. Public needs for land can be partially met without incurring the costs of assembling new land or of reacquiring lands now in public ownership that may be needed in future contingencies. Using existing public lands for new or different public purposes will hold to a minimum the unwanted task of evicting families from their homes if their land is needed for public purposes. The extensive military use of existing Federally owned land during World War II is an illustration of how such land can be used for multiple purposes. Land that was bought for military needs and that is not suitable for agricultural use can be converted quickly to productive forest uses.

Requiring "payment" when surplus lands are transferred to another Federal agency weakens the Federal Government's priority unless funds are appropriated for this specific purpose. This could be corrected if additional legislation were enacted authorizing transfer of specific sites without reimbursement.

Priority to former owners and to tenants might have been more satisfactory if it had not been coupled with price concessions and reestablishment of former property boundaries. Farm land prices have risen steadily since the beginning of World War II, the index of farm real estate values (1935-39 = 100) having risen steadily from 102 on March 1, 1940, to 120 on March 1, 1943, and to 192 on March 1, 1947. As most of the purchases

102/ The price as determined by the Farm Credit Administration is the "price which a purchaser is warranted in paying for the property for continued use or as a long-term investment." (Page 31 of manual.)

103/ Details are given in Surplus Property Administration Regulation 5, Sec. 8305, 12 par. (h).

104/ Regan, M. M., Johnson, A. R. The Farm Real Estate Situation 1945-46. Circular No. 754, Dec. 1946, U. S. Dept. Agr., Wash., D. C. Also, Current Developments in the Real Estate Market, U. S. Dept. Agr., Bur. Agr. Econ., Apr. 1947.

of military land occurred between July 1, 1940, and March 1, 1943 it is evident that any sale of surplus land that has taken place since the end of the war or that will take place in the near future, were and will be in a period when prevailing land prices are higher than the price at which land will be resold to former owners and former tenants. Under these conditions, it is possible for former owners to reacquire their properties primarily for financial gain. This possibility will exist so long as current land prices exceed the prices at which the Government bought the land.

Priority to repurchase surplus land only on the basis of prewar property boundaries prevents the subdividing of surplus land areas into more satisfactory farm units. Redividing the area into economic-sized farm units would have proved a service to future farm operators in the area, even though the administrative job of resurveying and subdividing the area into new units and preparing deeds with new descriptions might have been somewhat difficult.

Priority for former owners obtained early widespread support because of the feeling that all of them had been unwilling sellers, and were forced to sacrifice their homes and farms because of the war. Many owners attach sentimental values to their farms and homes and do not wish to sell even though the price is fair and a better farm may be had elsewhere. This feeling undoubtedly prevailed during the formulation of policy on priorities and it was thought that former owners would go back and resume operations where they left off. Too little thought was given to the fact that a great many of the former occupants had relocated successfully elsewhere. Not enough consideration was given to the extensive changes that had occurred in the properties through removal of farm buildings, erection of concrete foundations and heavy structures, construction of drainage ditches that divided former properties into two or more parts, and deterioration of much of the land due to military maneuvers and increased weed and pest infestation.

Because of these extensive changes in the land, because of the removal of buildings and the absence of familiar faces and local institutions, together with the established fact that most of the former occupants are successfully relocated, it is not likely that many former owners will buy back their former farms to live and work on. If many do buy back it may be because of the opportunity of making financial gains.

Former owners and tenants of former owners could have been given first and second priority, respectively, to buy farms in surplus areas on the basis of a new pattern of farm boundaries and at appraised prices. The appraised prices could have been determined on the same basis for all prospective buyers and at a level that would not have been a wind-fall to any particular group.

Priority privileges at concession prices, at best, will be extended only to some of the former owners and tenants. Even though the Nation may not adopt universal training, much of the land bought during World War II undoubtedly will need to be retained for training areas, ordnance sites, airfields, storage depots, and other military needs as well as for new and expanded civilian needs. Price concession in repurchasing, therefore, cannot be considered compensation to all unwilling sellers who might have incurred losses through forced sale. 105/

Summary of Surplus Real Estate Disposal to June 30, 1947

Unpublished reports in the War Department show that as of June 15, 1947, 1,636,874 acres of land that was purchased from private owners had been declared surplus and jurisdiction transferred to the War Assets Administration. 106/ This is equivalent to about one-third of the land purchased by the War Department during the war. Data are not available on acreage of land declared surplus, but it is not likely that the percentage would be as large as for the War Department.

Much of the land that has been declared surplus up to June 25, 1947, was still in the process of being appraised and made ready for sale. As of June 25, 1947, the Federal Farm Mortgage Corporation had 331,232 acres remaining for disposal, making a total of 649,490 acres assigned to it since the beginning of surplus disposal.

Subsequent to July 1, 1947, disposal of surplus real property will be conducted by only the War Assets Administration and the Federal Farm Mortgage Corporation. Prior to this date the Department of the Interior, Federal Works Agency, and Federal Housing Administration disposed of limited acreages.

Disposals by the Federal Farm Mortgage Corporation are of most interest to agricultural groups as the larger part of the rural land is assigned to this agency and this land is subject to the greatest number of priorities. From the beginning of the program through June 25, 1947, the Federal Farm Mortgage Corporation disposed of 318,258 acres. Distribution of the sales among priority holders is about what would be expected. Former owners repurchased 59.5 percent of the surplus land disposed of through the Federal Farm Mortgage Corporation.

105/ For a fuller discussion of the Surplus Property Act with respect to return of surplus property to private ownership, see: Lee, Alvin T. M., "Farms and Homes From Surplus Military Lands." Journal of Land and Public Utility Economics, Vol. XXI, No. 4, Nov. 1945.

106/ These same reports showed that 9,257,512 acres of Federally owned land had been retransferred to the Federal agency having prior jurisdiction over them.

Table 18.- Sale of surplus nonindustrial real property by the Federal Farm Mortgage Corporation, by type of purchaser, beginning of program through June 25, 1947 ^{1/}

Purchaser	Acreage		Sales	
	Acres	Percent	Number	Percent
Federal Government agencies	16,840	5.3	15	0.6
State and local governments	34,873	11.0	40	1.6
Former owners	189,411	59.5	1,591	64.4
Tenants of former owners	7,748	2.4	70	2.8
Veterans	31,085	9.8	305	12.4
Owner operators	6,129	1.9	53	2.2
Nonprofit institutions	4	2/	1	2/
Sales not under priority	32,168	10.1	394	16.0
Total	318,258	100.0	2,469	100.0

^{1/} Federal Farm Mortgage Corporation Surplus Nonindustrial Real Property Disposal. U. S. Dept. Agr., Farm Credit Admin., Div. Finance and Accounts, table 2(a).

^{2/} Less than 0.05 percent.

APPENDIX

Table 19.- Land used by War Department for military purposes:
holdings on June 30, 1940, purchases and temporary-
use arrangements during World War II

State	Holdings on June 30, 1940	Purchases during World War II, as of Nov. 30, 1946	Other Federally owned land under temporary use during World War II, as of Nov. 30, 1946	Total
	<u>Acres</u>	<u>Acres</u>	<u>Acres</u>	<u>Acres</u>
Ala.	21,945	4/ 172,343	39,734	234,022
Ariz.	60,042	52,994	4,855,805	4,968,841
Ark.	6,555	227,548	1,339	235,442
Calif.	425,190	543,566	1,560,333	2,529,089
Colo.	29,980	102,284	754,470	886,734
Conn.	1	785	10	796
Del.	1,026	4,130	4,708	9,864
D. C.	930	183	45	1,158
Fla.	401,096	354,181	446,120	1,201,397
Ga.	103,104	4/ 453,977	31,379	588,460
Idaho	11,050	6,504	974,266	991,820
Ill.	20,774	103,059	45,674	169,507
Ind.	2,905	170,230	1,870	175,005
Iowa	4,359	26,506	0	30,865
Kans.	25,439	138,503	40	163,982
Ky.	30,558	5/ 250,143	16,421	297,122
La.	30,461	154,462	75,422	260,345
Maine	630	12,788	7	13,425
Md.	76,800	22,807	10,121	109,728
Mass.	10,342	17,577	1,344	29,263
Mich.	12,656	16,339	17,039	46,034
Minn.	2,222	16,008	105	18,335
Miss.	64,078	128,563	202,566	395,207
Mo.	4,070	138,356	57,012	199,438
Mont.	11,200	7,104	522,991	541,295
Nebr.	25,267	70,943	11,362	107,572
Nev.	0	16,496	4,035,008	4,051,504
N. H.	193	4,510	14	4,717
N. J.	16,291	44,245	9	60,545
N. Mex.	120,304	115,123	2,154,311	2,389,738
N. Y.	39,421	136,431	214	176,066
N. C.	120,509	57,852	58,993	237,354
N. Dak.	1,156	0	0	1,156
Ohio	6,703	54,664	5	61,372
Okla.	60,515	93,778	82,468	236,761
Oreg.	4,777	174,544	8,466,086	8,645,407
Pa.	23,113	48,602	225	71,940

Continued.

Table 19.- Land used by War Department for military purposes:
holdings on June 30, 1940, purchases and temporary-
use arrangements during World War II - continued

State	Holdings on June 30, 1940: 1/	Purchases during World War II, as of Nov. 30, 1946 2/	Other Federally owned land under: temporary use dur- ing World War II, as of Nov. 30, 1946 2/	Total 3/
	Acres	Acres	Acres	Acres
R. I.	639	484	1	1,124
S. C.	22,183	131,646	28,784	182,613
S. Dak.	13,127	266,872	666,820	946,819
Tenn.	257	5/ 118,844	1,450	120,551
Tex.	50,423	748,024	33,102	831,549
Utah	31,708	68,757	2,094,039	2,194,504
Vt.	6,986	5,455	0	12,441
Va.	32,969	151,256	242,044	426,269
Wash.	74,179	226,276	97,806	398,261
W. Va.	3	16,147	350,531	366,681
Wis.	23,553	51,382	420	75,355
Wyo.	85,173	5,605	397,619	488,397
U. S.	2,116,862	5,728,876	28,340,132	36,185,870

- 1/ Unpublished data, Federal Works Agency, Public Buildings Administration. 702,560 acres were listed as public domain or other land Federally owned before acquisition by War Department. Includes all land used for military purposes, purchased as well as reservations of public domain and transfer of other Federally owned land. Also includes easements and other lesser interests.
- 2/ Unpublished tabulations, War Department. Purchases include donations and lesser interests.
- 3/ Data on acreages of leased land as given in table 1 not available by States.
- 4/ All of Fort Benning expansion listed with Georgia. About 10,000 acres actually in Alabama.
- 5/ All of Camp Campbell listed with Kentucky. About 70,000 acres actually in Tennessee.

Table 20.- Land used by Navy Department: holdings on June 30, 1940, purchases and temporary-use arrangements during World War II

State	: Holdings on June 30, 1940	: Other Federally owned land under temporary use during World War II	: Purchased from private owner-ship during World War II 1/	: Total land used by Navy Department during World War II 2/
	: Acres	: Acres	: Acres	: Acres
Ala.	0	0	3,253	3,253
Ark.	0	0	68,000	68,000
Calif.	106,865	828,601	367,779	1,303,245
Colo.	59,168	0	0	59,168
Conn.	113	0	294	407
Del.	127	0	0	127
D. C.	321	0	125	446
Fla.	17,324	291	91,981	109,596
Ga.	0	0	3,428	3,428
Idaho	0	0	22,479	22,479
Ill.	632	0	2,226	2,858
Ind.	0	35,733	29,857	65,590
Iowa	0	0	2,440	2,440
Kans.	0	0	4,453	4,453
Ky.	0	0	145	145
La.	215	0	6,666	6,881
Maine	238	0	2,702	2,940
Md.	6,131	0	10,125	16,256
Mass.	2,148	0	7,223	9,371
Mich.	0	1,016	1,468	2,484
Minn.	0	0	185	185
Miss.	0	7,602	1,346	8,948
Mo.	0	0	498	498
Nebr.	0	0	48,753	48,753
Nev.	166,661	2,470,360	2,557	2,639,578
N. H.	0	0	28	28
N. J.	2,271	0	16,654	18,925
N. Mex.	0	7,215	0	7,215
N. Y.	484	0	3,799	4,283
N. C.	14	10,776	104,781	115,571
Ohio	0	0	252	252
Okla.	0	0	62,852	62,852
Oreg.	443	1,437,804	3,262	1,441,509
Pa.	1,553	0	3,173	4,726
R. I.	806	0	5,619	6,425
S. C.	8,382	0	8,775	17,157
Tenn.	0	0	3,349	3,349
Tex.	44	0	21,954	21,998
Utah	91,464	0	841	92,305
Va.	22,459	0	79,128	101,587
Wash.	2,250	71,467	24,473	98,190
W. Va.	207	0	154	361
Wis.	0	0	3	3
Wyo.	9,641	0	0	9,641
U. S.	499,961	4,870,865	1,017,080	6,387,906

1/ Land Acquisition Report, July 1, 1940, to June 30, 1945. Real Estate Division, Bureau of Yards and Docks, Navy Department.

2/ Does not include land leased from private individuals, States, counties, and municipalities. (See table 1.)

Table 21.- Acreage of privately owned land bought by Navy Department during World War II and classification as to major uses before purchase ^{1/}

Region	Major use prior to purchase				
	Total	: Pasture : Forest and: Miscel-			
	: purchased:	Cropland:	and range:	woodland:	laneous
	: Acres	Acres	Acres	Acres	Acres
North Atlantic Coast	: 49,617	17,862	694	27,786	3,275
South Atlantic Coast	: 288,093	39,180	34,283	178,330	36,300
Gulf Coast	: 33,219	20,961	4,917	6,079	1,262
Pacific Coast	: 395,514	45,879	321,553	7,515	20,567
Other interior States	: 250,637	148,528	51,632	49,375	1,002
U. S.	: 1,017,080	272,510	413,079	269,085	62,406
	Percentage of total				
	Percent	Percent	Percent	Percent	Percent
North Atlantic Coast	: 100.0	36.0	1.4	56.0	6.6
South Atlantic Coast	: 100.0	13.6	11.9	61.9	12.6
Gulf Coast	: 100.0	63.1	14.8	18.3	3.8
Pacific Coast	: 100.0	11.6	81.3	1.9	5.2
Other interior States	: 100.0	59.3	20.6	19.7	0.4
U. S.	: 100.0	26.8	40.6	26.5	6.1

^{1/} Source of total acreage: Land Acquisition Report, July 1, 1940, to June 30, 1945, Real Estate Div., Bur. of Yards and Docks, Navy Dept. Source of classification: 411,703 acres were classified by the Dept. of Agr. in Nov. 1943. Prior use of total acreage purchased was assumed to be the same as regional average for that classified.

Table 22.- Distribution of acreage by types of projects and by types of use before purchase by War Department, privately owned land bought during World War II, January 1, 1945 1/

Item	17	31		Percentage of total		
	Western States	Eastern States	United States	Western States	Eastern States	United States
	Acre	Acre	Acre	Percent	Percent	Percent
Ordnance plants and storage areas						
Cropland	186,497	291,169	477,666	45.1	51.9	49.0
Pasture and range	215,443	117,948	333,391	52.1	21.0	34.2
Woodland and forest	3,721	142,503	146,224	0.9	25.4	15.0
Waste and swamp	7,857	9,690	17,547	1.9	1.7	1.8
Total	413,518	561,310	974,828	100.0	100.0	100.0
Military camps						
Cropland	230,309	365,793	596,102	19.7	24.5	22.4
Pasture and range	838,231	103,822	942,053	71.7	7.0	35.4
Woodland and forest	95,865	1,008,519	1,104,384	8.2	67.6	41.5
Waste and swamp	4,676	13,952	18,628	.4	0.9	0.7
Total	1,169,081	1,492,086	2,661,167	100.0	100.0	100.0
Bombing and artillery ranges						
Cropland	30,712	67,538	98,250	4.7	9.3	7.1
Pasture and range	560,669	85,569	646,238	85.8	11.7	46.7
Woodland and forest	0	577,048	577,048	.0	79.0	41.7
Waste and swamp	62,079	192	62,271	9.5	.2	4.5
Total	653,460	730,347	1,383,807	100.0	100.0	100.0
Main airfields						
Cropland	101,133	68,649	169,782	56.6	53.0	55.1
Pasture and range	73,259	5,624	78,883	41.0	4.4	25.6
Woodland and forest	1,251	52,056	53,307	.7	40.2	17.3
Waste and swamp	3,037	3,126	6,163	1.7	2.4	2.0
Total	178,680	129,455	308,135	100.0	100.0	100.0
Auxiliary airfields						
Cropland	39,616	26,152	65,768	48.5	72.7	55.9
Pasture and range	41,984	3,900	45,884	51.4	10.9	39.0
Woodland and forest	0	5,765	5,765	.0	16.0	4.9
Waste and swamp	82	153	235	.1	.4	.2
Total	81,682	35,970	117,652	100.0	100.0	100.0
Prison and enemy alien camps						
Cropland	21,076	4,068	25,144	55.0	62.3	56.1
Pasture and range	16,541	959	17,480	43.2	14.4	39.0
Woodland and forest	0	1,524	1,524	.0	23.3	3.4
Waste and swamp	672	0	672	1.8	.0	1.5
Total	38,289	6,551	44,820	100.0	100.0	100.0
Urban and miscellaneous 3/	17,868	94,181	112,049			
Total all projects						
Cropland	609,343	823,369	1,432,712	23.9	27.0	25.6
Pasture and range	1,746,127	317,802	2,063,929	68.4	10.4	36.8
Woodland and forest	100,837	1,787,415	1,888,252	3.9	58.6	33.7
Waste and swamp	78,403	27,113	105,516	3.1	.9	1.9
Urban and miscellaneous	17,868	94,181	112,049	.7	3.1	2.0
Total	2,552,578	3,049,880	5,602,458	100.0	100.0	100.0

1/ Classification made in fall of 1943 cooperatively with Depts. of War and Agriculture. Personnel at State agricultural colleges together with personnel of U. S. Dept. of Agriculture constituted classification committee.

2/ Less than 0.05 percent.

3/ Not classified as to use.

Table 23.- Distribution of land by major prewar use, privately owned
land bought by War Department during World War II,
January 1, 1945 1/

Region and State	: : Cropland: : Percent	: : Pasture and : grazing Percent	: : Woods and : forests Percent	: : Waste, swamps, : etc. Percent	: : Urban and : miscellaneous: : small tracts: Percent	: : Acreage : Acres
Northeast						
Conn.	15.1	3.4	29.6	0.0	51.9	653
Maine	9.8	4.5	70.5	8.5	6.7	10,239
Mass.	41.6	7.1	42.1	1.2	8.0	17,031
N. H.	4.9	3.0	82.5	1.3	8.3	3,924
N. J.	11.2	2.2	68.7	9.5	8.4	44,242
N. Y.	45.1	19.0	32.1	.9	2.9	134,937
Pa.	45.9	14.5	24.7	12.2	2.7	48,267
R. I.	0.0	0.0	0.0	.0	100.0	459
Vt.	10.9	5.5	22.1	.0	61.5	5,455
Total	35.8	13.2	41.0	5.3	4.7	265,207
Lake States						
Mich.	16.8	30.7	29.6	.1	22.8	16,297
Minn.	48.6	17.1	7.7	.0	26.6	14,623
Wis.	21.9	5.0	70.8	1.2	1.1	50,282
Total	26.8	12.4	49.5	.7	10.6	81,202
Corn Belt						
Ill.	58.2	26.0	11.5	1.3	3.0	102,457
Ind.	61.2	17.5	21.0	2/	0.3	159,985
Iowa	63.5	20.4	14.0	.9	1.2	26,411
Ohio	70.2	22.6	3.6	1.0	2.6	53,265
Mo.	16.7	26.8	55.9	.3	.3	138,332
Total	48.8	22.8	26.7	.5	1.2	480,450
Appalachian						
Del.	58.9	20.7	12.9	5.7	1.8	4,068
Ky.	30.6	24.8	39.7	.0	4.9	180,375
Md.	37.8	6.3	39.2	4.7	12.0	19,511
N. C.	28.4	3.9	67.0	.1	.6	58,534
Tenn.	45.7	23.9	28.2	1.6	.6	191,312
Va.	28.1	14.5	54.4	2/	3.0	152,159
W.Va.	46.2	43.3	10.5	.0	.0	16,031
D. C.	.0	.0	.0	.0	100.0	190
Total	35.8	19.5	41.4	.7	2.6	622,180
Southeast						
Ala.	39.4	4.7	54.4	.0	1.5	184,311
Fla.	1.5	16.3	80.0	1.3	.9	345,887
Ga.	13.0	1.2	84.1	.1	1.6	437,564
S. C.	22.5	.8	75.6	.2	.9	133,194
Total	12.3	8.4	77.5	.6	1.2	1,100,956

Continued.

Table 23.- Distribution of land by major prewar use, privately owned
land bought by War Department during World War II,
January 1, 1945 1/ - continued

Region and State	: : Pasture : : Cropland: and : : : grazing : forests : : Percent Percent Percent	: : Woods : : and : : etc. : : Percent Percent Percent	: : Waste, : : swamps, : : etc. : : Percent Percent Percent	: : Urban and : : miscellaneous: Acreage : small tracts: : : Percent Acres
Mississippi	:	:	:	:
Delta	:	:	:	:
Ark.	: 51.8	: 5.7	: 41.5	: .9
La.	: 12.3	: 4.8	: 81.7	: 1.0
Miss.	: 36.8	: 16.2	: 46.4	: .0
Total	: 36.1	: 8.1	: 54.9	: .7
Southern	:	:	:	:
Plains	:	:	:	:
Okla.	: 43.4	: 22.8	: 31.6	: .3
Tex.	: 28.4	: 65.7	: 4.5	: .7
Total	: 29.7	: 62.1	: 6.8	: .6
Northern	:	:	:	:
Plains	:	:	:	:
Kans.	: 66.8	: 32.7	: .4	: .0
Nebr.	: 91.4	: 8.0	: .0	: .0
N. Dak.	: .0	: .0	: .0	: .0
S. Dak.	: 7.6	: 73.6	: .0	: 18.8
Total	: 37.2	: 51.9	: .1	: 10.6
Mountain	:	:	:	:
Ariz.	: .4	: 97.7	: .4	: 1.1
Colo.	: 25.6	: 72.6	: .2	: 1.6
Idaho	: .8	: 99.2	: .0	: .0
Mont.	: 69.9	: 30.1	: .0	: .0
Nev.	: .2	: 99.8	: .0	: .0
N. Mex.	: 10.4	: 87.7	: .0	: .4
Utah	: 22.7	: 52.5	: .0	: 23.1
Wyo.	: 67.2	: 32.8	: .0	: .0
Total	: 21.3	: 72.1	: .2	: 5.9
Pacific	:	:	:	:
Calif.	: 8.6	: 89.9	: .1	: .4
Oreg.	: 29.0	: 59.0	: 11.7	: .0
Wash.	: 12.9	: 70.6	: 14.1	: 1.5
Total	: 13.1	: 80.9	: 4.7	: .5

- 1/ Acreage not identical with figures published by War Dept. since minor interests such as easements and rights-of-way are not included here.
For U. S. totals see table 22.
- 2/ Less than 0.05 percent.

Table 24.- Distribution of land by type of installation, privately owned land bought by War Department during World War II, January 1, 1945 1/

Region and State	Ordnance works and storage areas:	Ports and military camps:	Main Bombing ranges:	Auxiliary air fields:	Auxiliary air fields:	Prison camps:	Urban and miscellaneous sites:	Total acreage
	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Acres
Northeast								
Conn.	0.0	0.0	0.0	48.1	0.0	0.0	51.9	653
Maine	.0	.0	66.0	27.3	.0	.0	6.7	10,239
Mass.	23.6	24.9	.0	43.5	.0	.0	8.0	17,031
N. H.	.0	.0	68.1	23.6	.0	.0	8.3	3,924
N. J.	14.8	63.0	.0	14.1	.0	.0	8.1	44,242
N. Y.	18.5	74.7	.0	3.2	1.1	.0	2.5	134,937
Pa.	92.0	5.3	.0	0.0	.0	.0	2.7	48,267
R. I.	.0	.0	.0	.0	.0	.0	100.0	459
Vt.	.0	4.2	89.1	.0	.0	.0	6.7	5,455
Total	29.8	52.4	5.4	7.6	.5	.0	4.3	265,207
Lake States								
Mich.	.0	35.7	.0	43.7	.0	.0	20.6	16,297
Minn.	73.4	.0	.0	.0	.0	.0	26.6	14,623
Wis.	21.7	73.0	.0	4.2	.0	.0	1.1	50,282
Total	28.5	50.0	.0	11.1	.0	.0	10.4	81,202
Corn Belt								
Ill.	72.7	19.8	.1	3.3	1.2	.0	2.9	102,457
Ind.	33.4	23.7	36.2	2.9	3.5	.0	0.3	159,985
Iowa	90.4	3.3	.0	3.2	.0	1.9	1.2	26,411
Ohio	89.8	.0	.0	7.6	.0	.0	2.6	53,265
Mo.	17.0	72.2	.0	5.7	4.2	.6	.3	138,332
Total	46.7	33.0	11.9	4.3	2.6	.3	1.2	480,450
Appalachian								
Del.	.0	46.4	.0	52.8	.0	.0	.8	4,068
Ky.	20.7	73.6	.0	.8	.0	.0	4.9	180,375
Md.	4.9	50.8	32.6	.0	.0	.0	11.7	19,511
N. C.	.0	86.3	.0	13.1	.0	.0	.6	58,534
Tenn.	49.6	47.8	.0	1.1	.8	.1	.6	191,312
Va.	7.4	86.0	.0	3.6	.0	.0	3.0	152,159
W. Va.	100.0	.0	.0	.0	.0	.0	.0	16,031
D. C.	.0	.0	.0	.0	.0	.0	100.0	190
Total	26.4	66.6	1.1	3.0	.3	2/	2.6	622,180
Southeast								
Ala.	33.9	58.3	.0	3.5	2.3	.6	1.4	184,311
Fla.	.4	8.1	85.5	4.4	.6	.0	1.0	345,887
Ga.	.3	86.5	7.1	3.2	1.4	.0	1.5	437,564
S. C.	4.3	38.4	46.7	9.7	.0	.0	.9	133,194
Total	5.2	43.2	44.9	4.4	1.0	.1	1.2	1,100,956

Continued.

Table 24.- Distribution of land by type of installation, privately owned land bought by War Department during World War II, January 1, 1945 1/ - continued

Region and State	Ordnance works and storage areas	Forts and military camps	Bombing ranges	Main air fields	Auxiliary air fields	Prison camps	Urban and miscellaneous sites	Total acreage
	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Acres
Mississippi Delta								
Ark.	15.0	52.9	22.6	5.0	4.0	.4	.1	225,706
La.	12.8	53.1	26.3	7.1	.0	.5	.2	151,482
Miss.	10.8	77.4	.0	6.0	3.9	1.3	.6	122,697
Total	13.3	59.1	18.1	5.9	2.8	.6	.2	499,885
Southern Plains								
Okla.	20.9	56.9	.0	8.4	9.9	2.0	1.9	91,421
Tex.	12.0	68.3	10.4	4.9	3.2	.5	.7	752,718
Total	12.7	67.4	9.5	5.2	3.8	.6	.8	844,139
Northern Plains								
Kans.	21.3	54.9	2.4	15.9	4.9	.5	.1	138,314
Nebr.	69.9	.5	3.9	24.3	.0	.8	.6	71,140
N. Dak.	.0	.0	.0	.0	.0	.0	.0	0
S. Dak.	4.6	.2	93.2	.8	1.2	.0	.0	270,651
Total	19.2	16.1	53.5	8.7	2.1	.3	.1	480,105
Mountain								
Ariz.	7.7	.0	50.2	9.5	32.2	.0	.4	58,216
Colo.	25.7	20.5	34.6	8.5	4.3	6.3	.1	104,823
Idaho	9.2	.0	.0	90.8	.0	.0	.0	6,178
Mont.	.0	.0	.0	49.1	50.9	.0	.0	7,055
Nev.	.0	.0	100.0	.0	.0	.0	.0	15,489
N. Mex.	.0	.0	10.7	54.7	29.6	3.5	1.5	83,674
Utah	46.5	3.1	19.1	6.2	.0	23.5	1.6	62,920
Wyo.	.0	.0	.0	52.9	.0	47.1	.0	6,241
Total	23.9	11.1	32.3	14.2	8.7	9.3	.5	344,596
Pacific								
Calif.	3.3	63.2	25.7	4.7	2.1	2/	1.0	512,327
Oreg.	6.9	58.0	31.8	3.0	.0	.0	.3	175,288
Wash.	68.2	14.5	7.6	8.8	.0	.0	.9	196,123
Total	15.2	53.8	23.7	3.1	1.3	2/	.9	883,738

1/ Acreage not identical with figures published by War Dept. since minor interests such as easements and rights-of-way are not included here. For U. S. totals see table 22.

2/ Less than 0.05 percent.

Table 25.- War Department land leased to farmers for agricultural purposes

State	1944				1945				1946			
	Projects:	Lessee:	leased:	rental:	Projects:	Lessee:	leased:	rental:	Projects:	Lessee:	leased:	rental:
	Number	Number	Acres	Dollars	Number	Number	Acres	Dollars	Number	Number	Acres	Dollars
Ala.	0	0	0	0	6	17	8,746	11,946	7	23	9,474	12,010
Ariz.	3	5	14,547	885	3	5	14,547	885	4	12	65,289	6,339
Ark.	5	31	6,779	7,299	7	29	5,364	6,060	8	32	7,594	9,302
Calif.	25	42	60,140	48,850	34	58	108,986	74,433	38	71	222,349	180,648
Colo.	5	15	21,567	8,069	8	45	32,757	16,567	6	15	11,596	10,262
Del.	0	0	0	0	0	0	0	0	1	2	102	443
Fla.	0	0	0	0	2	4	2,211	1,054	4	6	2,998	1,569
Ga.	0	0	0	0	6	6	3,699	1,955	4	4	3,545	3,037
Idaho	1	1	3,800	86	1	1	3,800	1,140	1	1	3,800	1,140
Ill.	8	120	33,244	218,091	10	134	35,708	210,128	12	177	50,810	338,088
Ind.	6	65	16,846	89,454	9	82	18,871	123,292	12	140	31,616	153,342
Iowa	5	21	4,704	28,564	5	37	8,791	58,575	8	41	10,008	75,608
Kans.	7	33	6,096	8,561	10	58	21,899	38,940	14	74	23,777	47,169
Ky.	5	42	6,015	12,070	5	46	6,100	11,854	4	10	1,189	6,269
La.	1	1	2,974	313	0	0	0	0	2	5	14,081	1,664
Maine	1	1	16	225	1	68	1,830	1,830	1	2	84	2,100
Md.	1	2	60	163	1	2	79	163	1	2	79	163
Mach.	2	7	987	1,468	3	15	1,898	3,677	3	17	1,808	3,330
Minn.	1	43	6,229	15,798	1	34	5,596	17,765	1	35	5,380	17,826
Miss.	2	8	3,441	7,055	2	8	3,888	7,805	3	10	4,480	8,461
Mo.	7	42	5,132	12,088	10	43	13,707	20,489	9	41	37,751	27,408
Mont.	1	3	2,500	1,175	1	2	2,020	1,100	2	4	2,120	1,193
Nebr.	5	70	17,888	45,792	5	70	24,697	112,032	5	72	16,022	98,918
N. H.	0	0	0	0	1	1	17	30	0	0	0	0
N. J.	1	1	1	1	4	5	115	708	5	6	259	2,934
N. Y.	3	64	2,852	16,244	5	22	1,783	3,043	6	55	2,938	6,536
N. C.	0	0	0	0	2	4	42	625	2	9	88	830
N. Dak.	0	0	0	0	1	1	144	95	1	3	474	540
Ohio	6	74	16,686	99,821	6	55	7,440	23,453	7	58	9,760	51,501
Okla.	6	12	9,911	12,430	6	10	9,510	10,123	19	24	16,970	31,710
Oreg.	4	7	44,443	5,811	6	18	92,512	24,171	7	17	95,297	29,554
Pa.	5	65	6,668	9,814	6	56	5,576	6,894	6	57	6,086	5,813
S. C.	1	84	1,889	2,660	0	0	0	0	1	2	652	300
S. Dak.	1	3	4,606	276	3	35	347,030	10,316	2	31	346,606	20,276
Tenn.	3	32	9,810	10,382	3	28	11,920	14,331	4	29	12,333	18,405
Tex.	5	26	19,635	20,590	8	32	30,993	36,658	15	45	45,834	53,699
Utah	4	5	17,885	8,900	4	5	37,907	17,550	6	7	37,020	17,660
Vt.	1	1	133	240	1	2	141	258	1	1	133	240
Wa.	2	10	1,511	3,222	3	18	1,203	2,700	3	40	2,362	6,184
Wash.	4	5	6,772	2,768	3	5	4,742	2,525	7	14	24,024	17,124
W. Va.	2	10	793	4,024	2	10	944	3,387	3	16	1,268	3,673
Wis.	5	29	5,249	10,625	4	22	4,567	9,818	3	28	3,658	12,026
Wyo.	3	12	13,720	4,131	3	12	14,480	4,555	3	11	14,480	5,233
Total	149	992	377,579	717,945	201	1,038	895,504	894,980	251	1,249	1,145,993	1,240,527